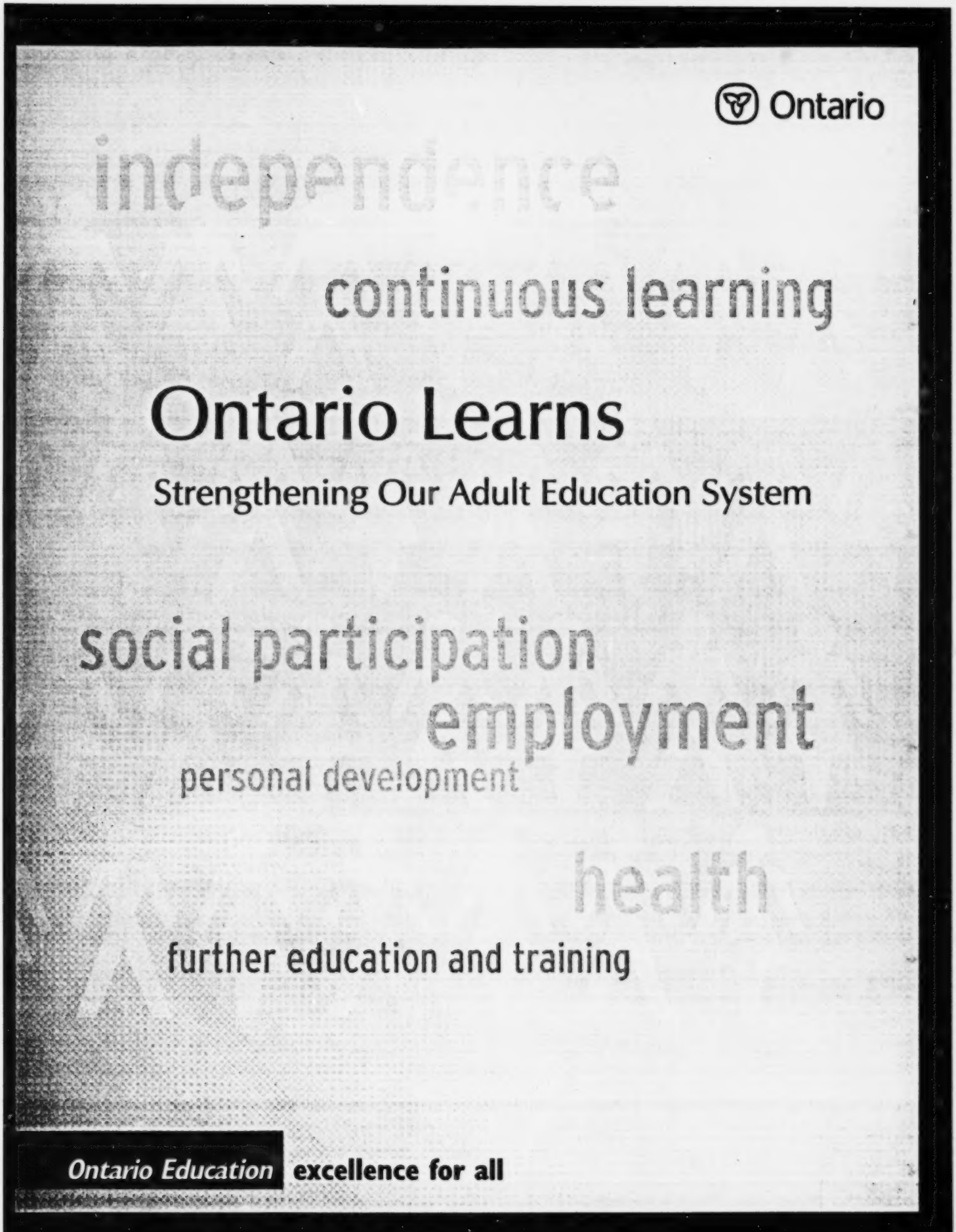

Ontario
independence
continuous learning
Ontario Learns
Strengthening Our Adult Education System
social participation
employment
personal development
health
further education and training
Ontario Education
excellence for all

105-07361/

Letter from the Parliamentary Assistant to the Minister of Education

June 22, 2005

Dear Minister Chambers and Minister Kennedy,

As you both know, Ontario has a long, rich history of adult education. For the past decade, the policies of the provincial government have not built on this history. During the course of my review of adult education, I found broad agreement among all involved that Ontario lacks a cohesive system of adult education. In 1994, former president of Lakehead University Bob Rosehart made the statement that adult education is much like an archipelago without a good ferry system. My advice to you is that we are dealing with much the same situation today.

Adult learners live complex lives. Their re-entry into the learning environment, in many instances, requires a profound leap of courage, and yet their learning success is integral to the health of our communities and our economy. These learners are the parents of the children in our public schools. They are newcomers whose expertise we require in our workforce. They are young adults who want to contribute but need to find a way back into the education system before they can enter the workforce. Often, they are students at risk of leaving school, even 16- and 17-year olds, who can benefit from strategies used in adult programs. And they are seniors who will stay healthy and mobile if they are able to remain active in the community.

While there are excellent programs in every community across the province, increasingly in recent years school boards, community colleges, community organizations, and other delivery agencies have struggled to keep their programs in place. During our meetings and from the many submissions we received through the review process, we were told that there is a need for greater recognition and a "home" for adult education at the provincial level. We were told that links between programs should be stronger so that learners can more clearly see their way into the system and the path forward, whether this be to employment, postsecondary opportunities, or greater independence and participation in the community. We were told that solid funding and accountability are important, and that encouragement of innovation at the local level is critical.

One of the central tensions that exists in the field of adult education in Ontario is whether these programs should be located within the secondary school system or within the community college system. This debate does not recognize the role of the many community agencies, local training boards, TVOntario's Independent Learning Centre, employers, unions, libraries, social planning councils, universities, and federal and municipal governments involved in these endeavours. My conclusion and my recommendation is that all of these systems — school, college, and all the variety of creative partnerships — have a role to play in the delivery of programs to adult students. One of the reasons it is important for our provincial government to establish a focus on adult education is to encourage creative solutions to particular local problems and to support the strengths of all deliverers.

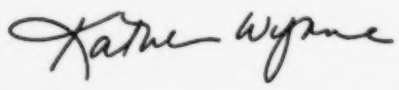
Community-oriented adult education should involve people at every stage of life and should act as a bridge between groups within communities. This includes seniors and inter-generational groups of learners that benefit from each other's learning.

Adult learners are situated differently than other students in our society. Except for isolated cases, adult learners have no organized voice to support their interests. "Education" in the mind of the public

tends to mean either elementary, secondary, or postsecondary institutions, and so adults' educational needs remain largely outside of the public consciousness. Despite this, these programs provide opportunities for adults to follow their educational, career, and personal goals. I agree with the Honourable Bob Rae, Advisor to the Premier and the Minister of Training, Colleges and Universities, who recommends in his recent report, *Ontario, a Leader in Learning*, that "adult learning should be promoted actively".

If we are to support adults, many of whom make some great sacrifices to continue their education and who are among the most motivated learners, we need to celebrate and support their accomplishments as integral to our own health as a province. We need to work closely with other levels of government and our educational partners. Adult education is a critical piece of a strong public education system, and I look forward to working with you both to ensure that adult education in Ontario is increasingly responsive to the needs of adult learners.

Yours sincerely,



Kathleen Wynne, MPP
Parliamentary Assistant to the Minister of Education

Dedicated to the many adult learners — past, present, and future — across our province who take that courageous first step back into learning.

Table of Contents

Executive Summary 4

The Story in Numbers 8

1. Introduction 10
2. Who Are Adult Learners? 14
3. What Does an Excellent Adult Education System Look Like? 16
4. What We Heard From the Stakeholders 18
5. Investment, Participation, and Pathways 36
6. Proposed Adult Education Policy Framework 42
7. Recommendations for Action 46
8. Next Steps 52

Appendix A: Details on Adult Education Programs and Related Services in Ontario .. 54

Appendix B: List of Participating Stakeholder Organizations 66

Appendix C: List of Ministries Participating in the Review 70

Appendix D: List of Organizations Providing Written Submissions 72

Appendix E: Select Bibliography 74

Executive Summary

"Adult education means that your life could be better in the future, you could get a better job, and you can teach your children about the importance of education."

Learner, July 12, 2004

In May 2004 the Adult Education Review was launched at the request of the Minister of Education and the Minister of Training, Colleges and Universities. The goal of the review was to propose a policy framework for adult education and recommend actions that would not only support but also improve adult education in Ontario.

We elicited the views of the stakeholders in adult education through meetings, through paper submissions, and through a website set up for this purpose. We gathered information on the adult education programs currently funded by the two Ontario ministries and those in other jurisdictions. In addition, we examined the literature in the field of adult education.

Our review focused on the specific programs that help adults access further education and training, gain or keep employment, or participate more fully in the life of their community.

The following programs are included:

- adult English/French as a second language (ESL/FSL) courses delivered by district school boards and colleges of applied arts and technology (CAATs)
- literacy and basic skills programming delivered by community agencies, district school boards, and CAATs
- credit courses for adults delivered by district school boards
- correspondence/self-study and distance education courses delivered by the Independent Learning Centre (ILC), which is managed by TVOntario
- continuing education programs, including general interest courses, delivered by district school boards
- adult Native language programs delivered by district school boards
- citizenship preparation programs delivered by district school boards and community agencies
- academic upgrading programs delivered by CAATs

Many of the programs in the review prepare participants for postsecondary education leading to a degree or diploma, apprenticeship training, or bridging programs for internationally trained individuals, although these latter program areas were outside the scope of the review. The Honourable Bob Rae, a former premier of Ontario, conducted a review of the postsecondary system and presented a report, *Ontario, a Leader in Learning*, to government on the results of his review in February 2005.

On May 14, 2004, we posted on the ministries' website the document *Adult Education Review: A Discussion Paper*, in which we posed the following six questions to stakeholders, eliciting feedback:

Question 1: Is there a need to have an Ontario definition for adult education? What would such a definition include?

Question 2: How are adult education, training, and upgrading opportunities addressing current and anticipated economic and social challenges?

Question 3: What can be done within existing budgets to enhance learning opportunities?

Question 4: If an opportunity to reallocate resources arises, what are the leading priorities for reinvestment?

Question 5: Do you agree with the elements for a framework that are described in this discussion paper? What would you change? What would you add?

Question 6: How can we improve the results and outcomes for adult learners in Ontario?

Results of the Review

Stakeholders shared their opinions in 20 meetings held in five communities across the province. We held six meetings exclusively with learners, discussing what benefits adult education programs provide and how the system could be improved. We received over 50 written submissions and 175 responses on the website.

Because adult education in Ontario has a long, proud history, stakeholders spoke of the many positive aspects and the importance of building on those strengths. Although they were pleased that the government was conducting a review, stakeholders stressed that the review must lead to a commitment to action, and that the policy framework and actions should be flexible so that communities might meet local needs, particularly in responding to Ontario's diverse population — First Nations people (Indians on and off reserve), Métis, Inuit; immigrants; francophones; persons with disabilities; the deaf, hard-of-hearing, and deaf-blind communities; and people with special needs. Some respondents added that policy reform should take the province's regional differences into account.

Others noted that any government action should acknowledge the strengths unique to community-based agencies, district school boards, and CAATs in the delivery of adult education programming. Any new policy framework should recognize that adult learners have diverse goals, that not all participants focus on employment, that some have goals for personal development and increased independence, and that seniors in particular want general interest programs to be recognized as a valid part of the continuum of adult education services and, as such, to remain affordable for seniors.

Although we did not include the topic of funding in the review, stakeholders' suggestions for improvement could have implications for funding. However, stakeholders also suggested how to maximize existing resources through co-ordination, linkages, and partnerships among the agencies, institutions, other stakeholders, and different levels of government that deliver adult education.

The respondents' comments and suggestions for improvement are organized into the following themes and are described in Section 4 of this report:

1. adult education as a key component of Ontario's education system
2. learner pathways
3. integration of programs
4. partnerships
5. accountability, outcomes, and funding
6. access to adult education
7. information and communications technology in adult education
8. innovation and excellence in teaching and learning

Proposed Adult Education Policy Framework

Building on our research, we have developed a definition of adult education for Ontario and a policy framework (see Section 6) that outlines six areas for consideration in future program planning and decision making:

1. investment in skills development
2. learner pathways
3. accessibility and inclusion
4. innovation and excellence in teaching and learning
5. funding and accountability
6. research

Recommendations for Action

Our recommendations for action, which are detailed in Section 7, stress the need for a focus on adult education in the provincial government and the implementation of a policy framework.

Conclusion

Our Adult Education Review offers a snapshot of adult education as it currently exists in Ontario. The recommendations establish a direction for action that will enable the government to put in place the proposed policy framework outlined in Section 6 of this report. More research is needed to explore the facts underlying the concerns raised by stakeholders, and to document what is actually happening in individual communities and in specific program areas across Ontario.

The Story in Numbers

Percentage of new jobs created in Ontario between 1996 and 2001 requiring management training, apprenticeship training, college, or university	81
Percentage of Ontario's youth aged 15 to 24 who were unemployed in October 2004	13.4
Percentage of Ontario's adults aged 25 years and older who were unemployed in October 2004	5.3
Percentage of non-Aboriginal people in Ontario aged 25 to 44 (519,685 in total) who do not have a high school diploma[1]	15
Percentage of Aboriginal people in Ontario aged 25 to 44 (17,285 in total) who do not have a high school diploma[1]	29
Estimated number of students between 16 and 18 years old who leave high school annually without completing their diploma[2]	24,000
Percentage of adults in Ontario who do not have the basic skills in reading, writing, and numeracy in English or French necessary for everyday life[3]	20
Percentage of employees who are covered by minimum wage rules without a high school diploma who earn minimum wage	13
Percentage of employees who are covered by minimum wage rules who have some postsecondary education or training who earn minimum wage	1.5
Number of baby boomers in the labour force in 2001 (representing 49%)[1]	3,000,000
Number of immigrants (an average of 127,800 each year from 1999 to 2001) who settled in Ontario as a percentage of total immigrants to Canada[4]	57
Number of immigrants (557,900) who arrived in the 1990s in the labour force in 2001 as a percentage of the total growth of the labour force over the decade[1]	57
Percentage of internationally trained professionals who reported excellent English ability who were working in the exact profession for which they were trained or a related one[5]	39.6
Percentage of internationally trained professionals who reported poor or fair English ability who were working in the exact profession for which they were trained or a related one[5]	9.4
Number of Ontarians aged 25 to 64 who participated in training and education activities in 2002 (representing 30.3%)[6]	2,023,444

1 Statistics Canada, 2001 Census.

2 Ministry of Education, 2001–02.

3 Statistics Canada, *International Adult Literacy Survey* (Statistics Canada 1994).

4 Citizenship and Immigration Canada, *Facts and Figures: Immigration Overview* (Citizenship and Immigration Canada, 2002) (http://www.cic.gc.ca/english/pub/facts2002/immigration/immigration_4.html)

5 Ministry of Training, Colleges and Universities, *The Facts Are In!* (Ministry of Training, Colleges and Universities, Summer 2002).

6 Statistics Canada and Human Resources Development Canada, *Adult Education and Training Survey* (Statistics Canada and Human Resources Development Canada, 2003).

The Story in Numbers

Percentage of new jobs created in Ontario between 1996 and 2001 requiring management training, apprenticeship training, college, or university	81
Percentage of Ontario's youth aged 15 to 24 who were unemployed in October 2004	13.4
Percentage of Ontario's adults aged 25 years and older who were unemployed in October 2004	5.3
Percentage of non-Aboriginal people in Ontario aged 25 to 44 (519,685 in total) who do not have a high school diploma[1]	15
Percentage of Aboriginal people in Ontario aged 25 to 44 (17,285 in total) who do not have a high school diploma[1]	29
Estimated number of students between 16 and 18 years old who leave high school annually without completing their diploma[2]	24,000
Percentage of adults in Ontario who do not have the basic skills in reading, writing, and numeracy in English or French necessary for everyday life[3]	20
Percentage of employees who are covered by minimum wage rules without a high school diploma who earn minimum wage	13
Percentage of employees who are covered by minimum wage rules who have some postsecondary education or training who earn minimum wage	1.5
Number of baby boomers in the labour force in 2001 (representing 49%)[1]	3,000,000
Number of immigrants (an average of 127,800 each year from 1999 to 2001) who settled in Ontario as a percentage of total immigrants to Canada[4]	57
Number of immigrants (557,900) who arrived in the 1990s in the labour force in 2001 as a percentage of the total growth of the labour force over the decade[1]	57
Percentage of internationally trained professionals who reported excellent English ability who were working in the exact profession for which they were trained or a related one[5]	39.6
Percentage of internationally trained professionals who reported poor or fair English ability who were working in the exact profession for which they were trained or a related one[5]	9.4
Number of Ontarians aged 25 to 64 who participated in training and education activities in 2002 (representing 30.3%)[6]	2,023,444

1 Statistics Canada, 2001 Census.

2 Ministry of Education, 2001-02.

3 Statistics Canada, *International Adult Literacy Survey* (Statistics Canada 1994).

4 Citizenship and Immigration Canada, *Facts and Figures: Immigration Overview* (Citizenship and Immigration Canada, 2002) (http://www.cic.gc.ca/english/pub/facts2002/immigration/immigration_4.html)

5 Ministry of Training, Colleges and Universities, *The Facts Are In!* (Ministry of Training, Colleges and Universities, Summer 2002).

6 Statistics Canada and Human Resources Development Canada, *Adult Education and Training Survey* (Statistics Canada and Human Resources Development Canada, 2003).

1

Introduction

Adult education is key to achieving our government's priorities. Adult education builds strong people for a strong economy and can contribute to success for students and better health. Our vision of adult education promotes the creation of strong communities. People need literacy and numeracy skills to become informed participants in the social life of their community and engage in its development. When people have the skills and knowledge they need to be part of the economic and social life of their community, a more cohesive and inclusive society results. A stronger and healthier civic society is part of our vision for adult education.

Research shows that significant numbers of Ontario adults still do not have the reading, writing, and numeracy skills they need for sustainable employment.[1] We also know that this group has lower earnings and higher rates of unemployment.[2] As well, we know that some employers are reporting skill shortages[3] and that the skills of the workforce are linked to productivity.[4] Higher educational achievement enables people to participate more effectively in the workplace, which leads to improved productivity and less reliance on income support. Adult education also fosters a culture of continuous learning that is fundamental to our success in the global knowledge economy. People's educational achievement and their prosperity are clearly linked.

We know from research that there is a relationship between the preparedness of children for learning in school and the educational attainment of their parents. Success for students is one of the main priorities of our government, and we have made a significant commitment to raising the bar on student achievement and closing the achievement gap among younger students in the elementary and secondary education system. Adult education and training can contribute directly to the goals of higher performance for underachieving students in the K to 12 system when the adults in their lives gain the language, literacy, and numeracy skills that they need to effectively participate in their children's education.[5]

We also know from research that there are links between health and educational achievement. To interact effectively with the health care system[6] and to practise healthy behaviours, people need literacy and language skills.[7]

We are committed to higher educational achievement for Ontarians, lower unemployment, faster integration of new Canadians into the economy, and having more children arrive at school ready to learn. We are also committed to strengthening our democracy and increasing participation in our democratic processes. A strong adult education system can help us achieve these economic and social goals.

Adult education programs are usually distinct from programs in the secondary or postsecondary systems; however, adult education programs provide pathways for adults to secondary or postsecondary programs, to apprenticeship, or to employment. The Honourable Bob Rae, a former premier of Ontario,

---

[1] Statistics Canada, Organisation for Economic Co-operation and Development, Human Resources Development Canada, *Literacy Skills for the Knowledge Society, Further Results from the International Adult Literacy Survey* (Statistics Canada, Organisation for Economic Co-operation and Development, Human Resources Development Canada, 1997), p. 39.

[2] David Green and Craig Riddell, *Literacy, Numeracy and Labour Market Outcomes in Canada* (Statistics Canada, August 2001), p. 1.

[3] Andrea Dulipovici, *Labour Pains: Results of CFIB Surveys on Labour Availability* (Canadian Federation of Independent Business, April 2003), p. 1.

[4] Michael Bloom, Marie Burrows, Brenda Lafleur, and Robert Squires, *The Economic Benefits of Improving Literacy Skills In the Workplace* (The Conference Board of Canada, 1997), p. 3.

[5] Organisation for Economic Co-operation and Development, *Literacy Skills for the World of Tomorrow: Further Results from Programme International Students Assessment 2000, Executive Summary* (OECD/UNESCO Institute for Statistics, 2003), p. 16.

[6] Statistics Canada, Organisation for Economic Co-operation and Development, Human Resources Development Canada,1997, *Literacy Skills for the Knowledge Society*, p. 56.

[7] Burt Perrin, *How Does Literacy Affect the Health of Canadians? A Profile Paper* (Health Canada, Health Promotion and Programs Branch, 1998) cited in *The Centre for Literacy of Quebec. Background Documents on Literacy and Health, Part 1* (The Centre for Literacy of Quebec, 2001), pp. 7–9.

conducted a review of the postsecondary system and presented a report on the results of his review[8] to government in February 2005.

Faster integration of new Canadians into the economy is another important part of our vision for adult education. We know that birth rates in Ontario are too low to meet the demand for labour and that the province is dependent on immigrants to meet our labour market needs. Adult education programs help immigrants improve their level of language skills and their integration into the economic and social life of Ontario.

Among Aboriginal people, the recent population growth is higher than average,[9] but their educational achievement and participation rates in the workforce are lower than those of the general population.[10] In our vision of adult education, Aboriginal adults who want to participate fully in the Ontario economy will be able to participate in culturally appropriate education and training.

Our vision for adult education is built on the principles of accessibility for and inclusion of all adults, of co-ordination and integration between and among programs and levels of government, of innovation and flexibility in meeting learner and community needs, and of accountability and effectiveness in the use of public resources. Our vision is learner-centred and includes roles and responsibilities for the learner, for the agencies that deliver adult education programs, and for community organizations, business, labour, and government.

---

[8] http://www.raereview.on.ca

[9] Don Avison, *A Challenge Worth Meeting: Opportunities for Improving Aboriginal Education Outcomes* (Prepared for the Council of Ministers of Education, Canada, May 2004), p. 2.

[10] Government of Canada, *Knowledge Matters: Skills and Learning for Canadians. Canada's Innovation Strategy* (Human Resources Development Canada, 2002), p. 17.

2

Who Are Adult Learners?

Who are the learners who participate in adult education programming, and what are their goals?

Adult learners are …

- students who want to complete requirements for a secondary school diploma in order to pursue postsecondary education or apprenticeship and training, or to obtain employment
- newcomers to Ontario who want to gain the level of language skills they need to work and contribute to and participate in Canadian society
- parents who want to read to their children or talk to their children's teachers and understand how to help their children with their learning
- Aboriginal people seeking to upgrade their skills in culturally appropriate settings that allow them to remain connected to their communities
- internationally trained professionals and tradespeople who want to gain the level of language skills they need to obtain Canadian equivalency for their credentials and to work in their profession or trade, whether in health care, education, or engineering
- employees trying to cope with the reading, writing, and numeracy demands of the workplace
- people who want to read a ballot, to vote, and to have their voice heard in our democratic processes
- francophones who want to achieve their learning goals through programs in their own language
- people with disabilities who want the skills to participate more fully in the workplace or in the life of their community by volunteering
- men and women receiving social assistance who want to move toward self-sufficiency and to participate more fully in the economic life of their community
- people who want to develop the literacy skills they need to fully participate in the 21st-century knowledge economy and society
- experienced workers who wish to upgrade their skills or learn new skills and participate in retraining opportunities in response to industry changes
- people who want to better understand how to care for their own and their family's health and how to talk knowledgeably to health care workers
- seniors who want to engage more fully in the life of their communities, who want to keep their minds active and their bodies agile by participating in educational opportunities that interest them.

There are as many stories as there are adult learners. Each adult learner has a personal goal and, in achieving that goal, makes an important contribution to the economic and social health of Ontario. While the adults themselves benefit from participating in adult education programs, their participation also adds value to our economy and society.[11]

[11] Ministry of Training, Colleges and Universities, *Adult Education Review: A Discussion Paper* (Ministry of Training, Colleges and Universities, May 2004), pp. 2–3.

3

What Does an Excellent Adult Education System Look Like?

Our research and the other provincial/territorial information that we reviewed reveals what excellence in an adult education and training system is.[12, 13]

An "excellent system" will ensure that a range of educational opportunities is available to meet the needs of adult learners, and that these opportunities help adults advance through one or more levels of learning in order to get or keep a job, to enter into further learning, or to participate more fully in the community.

In an excellent system, adult learners will find out about these educational opportunities from a variety of sources — flyers, other people, radio and television, and the Internet. When adult learners walk through the door of a community agency, a school, or a community college in an excellent system, qualified staff will meet with them to find out about their learning goals and to help determine the best program to meet those goals. In keeping with adult education principles, the staff will arrange for appropriate assessment of learners' skills and their prior learning to determine at what level they can enter their desired program. The curriculum, in an excellent system, will be co-operatively developed and based on the individual learner's goals, the learning environment will be respectful of and appropriate for adults with cultural or special needs, and learners will receive support to address whatever barriers to participation they may face.

Further, in an excellent system, the roles and responsibilities of the learner and educator will be clear, and the program structure will be flexible and offer learners an opportunity to interact with other learners. There will be clear pathways that lead learners to their goals; a variety of approaches, emphasizing quality control and outcome measures, will be in place to improve the effectiveness of the programs; and service providers will have access to research to improve their practice, as well as varied opportunities to learn from each other.

The educational provider will be familiar with the other service providers in the community and will refer any learner who requires additional support to the agency that offers that service. Learners with long-term goals involving several stages will be able to proceed easily to the next step — in other words, learners will be able to follow a clear pathway to their destination.

The agencies and organizations involved will be integrated into a cohesive system that is, nevertheless, flexible enough to respond to local needs. The priorities for investment in programming will be based on research. The system will have an accountability framework that relies on assessment measures of outcomes and that requires regular reports on the number of people served and their results.

In an excellent system, community education will be the reality for Ontarians of all ages. Seniors will be able to stay active and connected to learning by participating in programs in the local school, community agency, or college.

Government, deliverers of adult education services, and learners will all have clear roles and responsibilities. Business, labour, and social service agencies will also be engaged as active partners in building a culture of continuous learning.

Many of the elements described above are already in place in Ontario, but stakeholders have expressed a renewed commitment to ensuring that we have the best adult education system possible, given our resources.

---

12 Organisation for Economic Co-operation and Development, *Beyond Rhetoric: Adult Learning Policies and Practices: Highlights* (Organisation for Economic Co-operation and Development, 2003), pp. 8–12.

13 John Biss, *Adult Learning and Adult Education: A Provincial/Territorial Survey of Current Policies and Practices* (Council of Ministers of Education, Canada, January 2004), pp. 10–12.

4

What We Heard From the Stakeholders

In the meetings with learners, we asked about their experiences in adult education, about what made a good adult education program, and about the barriers learners face and how those barriers might be addressed. Many learners expressed enthusiasm about the opportunities offered through participation in adult education; they described their experiences as life-altering, as opening up new worlds for them. Many learners said that walking in the door to take the first step of their learning journey was the most difficult part of the process, but that they gained new perspectives about themselves and others in their community.

"A whole new world has opened up for me now that I can read and write."

Learner, July 7, 2004

"It takes a lot to pick up the courage to come through the door and say 'I can't read and write.' I was tested and I was reading at a grade 5 level. I didn't know. I found ways to cope."

Learner, July 12, 2004

Throughout the meetings and in reading the submissions, it became clear to us that adult education in Ontario needs to be strengthened and enhanced, but it is not "broken", to quote one of the participants. Many suggestions for improvement focused on the need to organize adult education and training programs into a coherent, cohesive system with clearer pathways for learners. Stakeholders expressed concerns about funding, suggesting partnerships among funding ministries and service providers and better linkages with the workplace. Although stakeholders agreed that a policy framework would be helpful, they felt that such a framework should not impede local innovation and flexibility — it should recognize the role of community-based agencies, district school boards, and CAATs, each of which makes a unique contribution.

The stakeholder comments fall into the following eight themes:

1. adult education as a key component of Ontario's education system
2. learner pathways
3. integration of programs
4. partnerships
5. accountability, outcomes, and funding
6. access to adult education
7. information and communications technology in adult education
8. innovation and excellence in teaching and learning

Adult Education as a Key Component of Ontario's Education System

Most stakeholders supported the idea of a definition of adult education for Ontario as a means of ensuring a shared understanding, and they outlined the following principles for the definition, which must:

- be inclusive, recognizing the full range of adult learners and learning goals
- be value-based, emphasizing access to opportunities and learner empowerment
- recognize formal and informal learning, credit and non-credit learning, and the importance of prior learning
- address the economic, social, and personal goals of adult learners
- be philosophical, yet clear in language and intent
- be broader than a funding or program definition
- recognize the broad range of services needed and the diversity of locations where learning takes place

Some stakeholders thought that it was important that learners see themselves in the definition, others that all stakeholders be included. Opinions differed about specifying an age in the definition. Some stakeholders noted that ages would be useful for conducting research, for comparability with other jurisdictions, for clarity of intent; others noted that specifying ages could be limiting. Stakeholders did not agree on what the age range should be.

There was consensus, however, that the Ontario government should make a clear statement about the value of adult education and training to both the economy and the society of the province and support that statement with action, particularly in the programs that are pathways to the labour market or to further education or training. "Given Canada's aging workforce and coming labour shortages, lifelong learning is a necessity, not a luxury."[14]

Learners know the importance of adult education. Their stories about their experiences in adult education programming are often touching and frequently painful; they demonstrate the courage learners must have and the personal sacrifices they must make to pursue their educational goals. However, they also believe that the benefits are worth it and that government should reach out to potential learners through television, radio, and the Internet to promote the value of adult education and to give information about how to find the adult education opportunities in their communities. Using the media, in the languages of the spectrum of learners, would also help to reach adults who have limited skills in English and French.

"Many people don't know what's available. There is some luck involved in finding the information you need. I was lucky and had friends. Some people don't find the information right away because they have no one to turn to."

Learner, June 16, 2004

The pressure to connect adult education with improved access to participation in the labour force should not be allowed to overrun informal learning and general interest programming, which should be recognized and viewed as a legitimate and vital part of the adult education continuum. In particular, these learning opportunities help engage seniors in the life of their communities. Seniors need and want to engage their energy and their experience throughout their lives — an acknowledgement that they have made a contribution and can continue to do so.

"More and more people are retiring early. It should be possible to put our skills and knowledge to use as volunteers. As well, we need access to courses to keep us involved in the community, both physically and mentally. Seniors have contributed taxes and should have access to educational opportunities."

Senior, June 11, 2004

People felt that government has a critical role to play in promoting the value of adult education to the public at large and to employers and the business community in particular as potential partners in the adult education process. Individual deliverers of adult education programs do not have the resources to mount large-scale province-wide promotional campaigns.

Stakeholders noted that there is no focal point and no clear contact for adult education in the provincial government. A strengthened presence for adult

[14] The Conference Board of Canada, *Performance and Potential 2003–2004: Defining the Canadian Advantage. Special Report* (The Conference Board of Canada, 2003), p. 31.

education within the provincial government itself would clarify the government's commitment to adult education and enable better co-ordination, communication, and accountability in support of local delivery of services.

Learner Pathways

Respondents stressed the need to ensure that learners get into the right program to meet their educational goals, and that clear pathways through existing adult education resources would help learners navigate through the array of available program options and reach their desired destination faster. Without knowing what all the pathways and options are, learners may end up in the wrong program, wasting time and personal resources in the process. For example, internationally trained individuals with university degrees have been enrolled in secondary school credit courses in English/French as a second language (ESL/FSL) when what they needed was an advanced ESL/FSL program with an employment focus to provide them with the language skills they need to function effectively in the workforce.

Some learners talked about their experience of getting into programs by chance. Others relied on word of mouth from people who had already taken part in a program. The information about available courses had not reached these learners. Getting learners into the right program at the right time is also an issue for deliverers of adult education programming, who talked about current funding disincentives that discourage the practice of referring.

Access to Information, Assessment, and Referral Services

Most stakeholders, whether deliverers of adult education programs or learners, saw access to information, assessment, and referral services as key factors in ensuring that learners participate in the right programs. Some stakeholders suggested that having a neutral, independent, single entry point to the system in each community is the only solution to getting learners into the right program. Access to assessment and referral services is not consistent across the province. Learners and delivery agencies alike thought it important that these services be available across Ontario and that funding recognize the importance of such functions.

People expressed the importance of having information about programs and services in formats that are appropriate to adults with varying abilities, whether they are facing barriers of language, literacy, or physical or learning disabilities. Delivery agencies also want ready access to information on the range of programs and services in their community in order to guide learners through the pathways to the achievement of their learning goals.

We discussed various methods for making information more accessible, including online access to information, one-stop centres, integrated service delivery models, and a variety of community access points for information — airports, public transit, libraries, community centres, and shopping malls.

> **"We could be creative to reach people. I was recently in Britain. In all the public washrooms, there were ads — Read? Write? 1-800-number."**
>
> Stakeholder, July 12, 2004

Access to the right information supports learners who are on an employment pathway. They need information about labour market trends and local employment opportunities to plan successful learning paths. Having information and support in the workplace helps them make the transition and maintain employment.

Some adult learners have created adult student associations similar to those in university and college environments. Learners in Toronto talked about how important their association was in providing information, referrals, and supports such as access to computers.

Recognition of Prior Learning and Credentialing

> **"Newcomers were selected as a result of experience in their own countries. We immigrate to Canada but can't put those skills to work in Canada. A huge number of people in adult education are immigrants. They had good education in their home countries. They are literate in their own language. They are not like high school students ... Newcomers need good English language skills but they don't need to be taught how to count. They already have good ideas and experiences. Adult learning needs to recognize and value the experience people have when they come. You need to acknowledge the background of people."**
>
> Learner, June 16, 2004

Stakeholders emphasized the value of prior learning assessment and recognition (PLAR)[15] for getting into the right program, but they questioned the current mechanisms for assessment and the capacity of adult education agencies to use the available tools. Prior learning assessment can help an adult gain recognition and credit for prior knowledge and skills upon which they can build in the next stage of working toward their learning and working goals. In describing PLAR for a high school diploma, some stakeholders stated that the current process implemented by the Ministry of Education is complex and time-consuming for both the delivery agency and the learner; these stakeholders prefer the previous process for granting equivalent-credit allowances to mature students, a process that included the authority to grant up to 12 "maturity" credits for age and length of time out of school.

Other tools provide a common language to recognize prior learning and skill acquisition:

- The Ontario Skills Passport (http://www.mazemaster.on.ca/training/onthejob.htm) being piloted by the Ministry of Education and the Ministry of Training, Colleges and Universities as a resource for employers gives them a consistent method of assessing and recording the skills and work habits demonstrated by individuals in the workplace.
- The Test of Workplace Essential Skills (TOWES) (http://www.towes.com) being piloted by some CAATs offers a means of assessing learners' skills and determining what upgrading and workplace preparation programs to recommend to them.

Stakeholders believe that a common language of assessment is critical to clarifying learner pathways. They emphasized that the key factor is that learners must be able to move from one agency to another and transfer their credits, and particularly that the

> **"Accept the Essential Skills Standards. These could be one of the key components of an accountability system ... For ESL, use the Canadian Language Benchmarks. Like the Essential Skills Standards, these come with federal funding for research and development."**
>
> Stakeholder, June 24, 2004

[15] Michael Bloom and Michael Grant, *Brain Gain: The Economic Benefits of Recognizing Learning and Learning Credentials in Canada* (The Conference Board of Canada, September 2001) outlines the value for both individuals and the country of recognizing individuals' prior learning and credentials.

accreditation of their learning must be accepted regardless of whether it was granted by a CAAT or a district school board.

Learners expressed concern that employers rely only on the Ontario Secondary School Diploma (OSSD) as a screening criterion when hiring new employees. If the OSSD is now the minimum threshold for access to the workplace or further education, then more attention must be paid to this issue from a policy and funding perspective.

"Years ago, when I started in the auto body industry, I had grade 8. I didn't need grade 12. Now, I have found that I need grade 12 to do other things. My doctor recommended that I change trades. My goal is to get grade 12 and then look for new opportunities."

Learner, July 7, 2004

"When I lost my job and went to the Employment Insurance (EI) office and began to look for work, I discovered that all the employers want grade 12. It wasn't necessary years ago. I've always worked and now I find I have to get my grade 12 to get a different kind of job than I've had in the past."

Learner, July 12, 2004

Some respondents believed that people who have not previously completed the credits required for the diploma should have the right to acquire the OSSD no matter how long they have been out of school, and that if adults had the same rights as youth, the government funding for both would be equal. The literacy test based on grade 9 reading and writing skills is required for the OSSD, but it presents a barrier to some adult learners; instead, the focus should be on satisfactory completion of a literacy course based on grade 9 reading and writing skills. Some other provinces have an adult secondary school diploma that is recognized by universities, colleges, and employers. Respondents mentioned that a secondary school diploma for adults that focused on employment-related skills and was recognized by employers was a desirable alternative to the OSSD.

Comments about the General Educational Development (GED) Test included whether employers recognize it as equivalent to the OSSD, whether adults find it difficult to pass the test without preparation, and whether the cost of a preparation course might be a barrier for some adult learners.

Links between Adult Education and the Workplace

Stakeholders pointed to the need for programs designed to develop both essential and employability skills, as well as academic skills. These are skills that enable people to remain employed once they are hired and are particularly important to develop for people who lack work experience. Skills required in the 21st-century workplace, including for entry-level jobs, are literacy, numeracy, and computer skills, as well as the problem-solving and critical thinking skills that enable employees to adapt to changing work environments and to work successfully with others. The Conference Board of Canada's Employability Skills website (http://www.conferenceboard.ca/education/learning-tools/employability-skills.htm) and Human Resources Development Canada's Essential Skills (http://www15.hrdc-drhc.gc.ca/English/general/es.asp) offer guidance for educators in program design.

"There is the need for funding for the development of employability skills. There is a real lack in this area. We need to help people find work and help them stay there. They need a lot of extra support, rather than just straight academic training. We have so many dropouts. We need to look at life skills, employability skills and academic skills so that the individual has a plan in each of those areas. Each area has to be recognized."

Stakeholder, July 12, 2004

Employers accept their responsibilities to help employees develop job-specific skills but believe that their employees should start work with the basic skills.

"The employer is here to educate the person about the job specifics. Adult education is there to give them the basic skills."

Employer, July 5, 2004

Increased possibilities for co-op and supported work placements could help strengthen the links between adult education and the workplace. Participants stated that Job Connect, the provincial employment program, should be linked more broadly with the adult education environment because it bridges the gap between people seeking employment and employers. Program design can also foster formal links to the workplace and informal links through local networks and partnerships among delivery agencies and the business community. If co-op work placements are implemented in unionized environments, unions must be part of the partnership.

To facilitate the integration of newcomers into Ontario, both learners and service providers stressed the importance of ESL/FSL programming that includes the development of the language skills required for employment, particularly the higher levels of language skills required by internationally trained professionals and tradespersons to work in their professions and trades.

"I would like to see higher levels of training in the ESL program. The advanced level is not a luxury — it is a necessity. This is a first step to receive professional certification or to enter any postsecondary institution. We need some specialization in ESL training. Many are professionally trained and should have people to converse with in their profession."

Learner, June 16, 2004

Learners' Goals

Many adult learners want to develop the skills offered in adult education programs to "take control" of their lives, to "overcome a sense of failure", or to "have the skills to contribute to society". One learner spoke about his pleasure in being able to read and compare prices at the grocery store in order to budget more effectively within his limited means. Many learners spoke about how improved language and literacy skills increased their confidence to participate in community life. Now able to read and write, one learner volunteered for and was elected to the chair of her local service club; another volunteered at the local soup kitchen. Several learners in literacy programs mentioned talking to teenagers in secondary schools about the importance of staying in school and completing their education. People who were marginalized have learned they have something to give back to their community.

"The result of taking basic literacy is that I can write and send e-mails. I can encourage other people to take courses. I now have the skills to work with other people to help them get into school. Or I can use my experience to go to a school, and tell them my story and encourage them to stay in school. Children say, 'I hate school and I want to quit' but they want good jobs. We need to tell them that you have to have computer skills and Internet if you want to go anywhere. The adult literacy program gives me the skills to help young people and participate in community activities like the Parents' Council, community organizations and the French Language Students' Association of Ontario."

Learner, June 19, 2004

Integration of Programs

The challenges of integration, co-ordination, and linkage occur among service providers at the local level, at the provincial level among ministries, and between federal and provincial levels of government.

"The learner has to be the focal point for efforts at co-ordination and linkages. There has to be more than one pathway and credential option for what the learner wants to achieve. The pathways have to be clear, easily defined, clearly understood by all participants — the learner, the delivering agencies, the supporting agencies, and the labour market."

Stakeholder, July 4, 2004

Local Level

The varied programs within a single delivery agency sometimes lack co-ordination,[16] and the co-ordination among all delivery agencies within some communities is complex.[17] Some service providers do not know about other programs and services available, and therefore cannot connect learners to other opportunities to achieve their personal learning goals.

There is no co-ordination between the federal program Language Instruction for Newcomers to Canada (LINC) and the provincial ESL/FSL programs offered by district school boards and CAATs. Learners find both duplication and gaps in the range of programming available. For example, three ESL classes within blocks of each other offer very similar programs (one offered by LINC and the others offered by different district school boards), while other levels of ESL services are unavailable. Learners also find it confusing to have achieved a particular level of language proficiency in one program and then to be assessed at a different level in another program sponsored by a different level of government or offered by a different institution. Learners recommend co-ordination among CAATs and district school boards to improve the assessment of prior learning and to ensure transferability of credits.

The existing mechanisms for local planning and co-ordination are not always effective or depend too much on volunteer time and effort, which is difficult to sustain. The different roles of the existing co-ordinating bodies — for example, industry-education councils, business-education councils, and local boards — in many communities are not clear to the stakeholders. Local leadership and vision are

---

[16] Mel MacLeod, *Seamless Transition to More Learning* (Ontario Association of Adult and Continuing Education School Board Administers, Mel MacLeod & Associates, 2001). This study looked at the transition for learners between the Literacy and Basic Skills Program and high school credit programs, identified barriers to successful transitions, and suggested "best practices".

[17] Deliverers of the Literacy and Basic Skills Program engage in a local co-ordination process; however, other adult education deliverers are not always part of this process.

important for driving local co-ordination, but provincial leadership and vision are crucial for supporting and facilitating that local co-ordination.

Co-ordination at the Provincial Government Level

To improve provincial services for adults, co-ordination among the different funding ministries is essential — whether they fund adult education programs or support the participants through social assistance or immigration and settlement services. The current lack of provincial co-ordination is an impediment to local co-ordination and to the creation of clear pathways for learners.

Stakeholders suggested that discussion between the adult education and the Ontario Works policy makers might clarify some policy issues. For example, there are learners who are not "ready to learn" who may have been referred to a program following unacceptable performance on the mandatory literacy test, but who cannot concentrate on learning because they have many other life issues to sort out — the stress of basic survival issues makes learning difficult or prevents regular attendance.

Integration of Federal and Provincial Programs

Stakeholders reported that the lack of integration among the different levels of government not only creates duplication of, or leaves gaps in, services, but also adds to the burden of the delivery agencies, which have to navigate different funding and reporting mechanisms. There was keen support for a labour market development agreement and an immigration agreement between the federal government and the Province of Ontario to integrate the programming to meet the range of needs for adult language learning and the needs of the labour market, as in other provincial and territorial jurisdictions. This would give Ontarians the same benefits that other Canadians receive.

The metaphor of adult education being "an archipelago with a lousy ferry service" resonated with stakeholders. They suggested that we need not only bridges and a better ferry service, but also a good map and flexible schedules to navigate among the islands.

Partnerships

Respondents shared examples of successful partnerships as one way to move beyond co-ordination and integration and establish working relationships to achieve particular goals in adult education. They believed that partnerships create seamless pathways for adult learners and enrich the quality and variety of programming to meet local needs — partnerships among delivery agencies, community organizations, and employers were seen as enabling co-operative education placements and workplace training. These partnerships may involve the engagement of volunteers to enrich the learning experience, for example, seniors tutoring in ESL/FSL or literacy programs.

Respondents outlined the following reasons for entering into partnerships:

- the desire for a holistic approach to meet the range of needs of adult learners in their community, an approach that involved all service providers, libraries, local community and volunteer organizations, and places of worship
- the need to maximize community resources and expertise to meet the educational needs of local adults and provide innovative solutions
- budgetary pressures that prompted providers to look for savings by sharing, through partnerships, the costs of administration, facilities, and the training of volunteers in order to continue delivering services
- the recognition that partnerships enable the partners to offer a broader and richer continuum of services — no agency alone had the full spectrum of services that adult learners might need to successfully reach their goals

Among "best practices" in partnerships, participants included the following:

- sharing program dollars to maximize the range of adult programming in an underserviced region
- co-locating services
- sharing administrative supports
- joint planning for service delivery

In some cases, partnerships lead to refocusing programs so that each partner agency puts its resources into one service of the continuum of services offered in a community. In one community, delivery agencies combined forces with the business community for career days and other events in order to engage more fully all members of the community.

"In response to economic and social challenges in delivery of programs in Prescott-Russell, we created a unique model of partnership. We amalgamated our financial and human resources to better meet the needs of the residents. When the programs were developed, our goal was to ensure that the money was spent in the right place. The money was pooled, and branding avoided. An adult is an adult and each partner must work to help adults meet their goals. Others should be encouraged to attempt partnerships to meet local needs."

Deliverer, June 19, 2004

In contrast, some current policy and funding models preclude partnerships or create barriers that make local partnership initiatives difficult. Stakeholders suggested that the government's policy environment should encourage the sharing of information and the recognition of partnership initiatives through incentives. They also suggested that partnerships at the level of government ministries would support joint planning on policy priorities and strategic alliances, to enable local partnership initiatives to blossom and develop and to ensure that a continuum of adult education services is available and appropriately funded across Ontario.

Accountability, Outcomes, and Funding

During the stakeholder meetings, we did not raise expectations that new funding would be available for adult education, given the government's current fiscal situation. However, participants raised issues of funding both in the meetings and in written submissions.

The change in the funding formula for programs delivered by district school boards and offered for credit to adult learners over the age of 21 affected service providers. Before September 1996, day school students aged 21 and over were funded on the same basis as other students. Effective that month, government legislation allowed boards to send students over age 21 into continuing education programs and changed the funding for all students 21 and over to the continuing education rate, a rate that is lower than that for students in regular day classes. The rationale was that students in continuing education programs require fewer services — for example, athletic services and special education.

This change was perceived by some district school boards as a message from government that boards should focus on education for students aged 18 and under and withdraw from offering programs for adults. Some stakeholders reported a decline in adult daytime enrolment over the last 10 years.

"Adult education is not on the board's agenda. If the ministry tells the board that adult education is important, boards will think it's important. The ministry signals that it is K to 12 that's important."

Stakeholder, June 29, 2004

Seniors noted that general interest programs are less available in district school boards because of the policy of full-cost recovery. They felt that funding formulas for district school boards should include the use of facilities for continuing education programs so that fees for general interest courses would continue to be reasonable for the many seniors on fixed incomes who want to participate. Some seniors felt that, as long-term taxpayers, they should continue to be served by the education system, even if they are no longer attached to the workforce.

Others wanted more efficient use of public space, noting that district school boards should not close empty schools while renting other space for adult programs, and that space should be made available in schools (at no cost or at a reasonable cost) for community programs or to provide general interest programs.

Francophones mentioned the need for funding support for the full continuum of literacy and work-related adult education credit programs for francophones across Ontario, and that funding should recognize that French-language adult education programs cost more to deliver, as cited in the Report of the Education Equality Task Force.[18]

The deaf, hard-of-hearing, and deaf-blind communities also requested that the government fund programs in a way that accommodates their needs, particularly in relation to access to adaptive technology, appropriate learning materials, and trained practitioners from these particular communities, which have unique language and cultural needs.

Stakeholders in First Nations communities stressed the importance of access to sufficient and stable funding to provide adult education programming both on and off reserve. They mentioned the uncertainty caused by the federal and provincial interjurisdictional debate over responsibility for funding adult education for First Nations people and the possible withdrawal of federal government support through Indian and Northern Affairs Canada. First Nations stakeholders expressed the view that breaking down the funding silos for different programs would enable them to make much better use of the resources available, particularly since they believe that the programming has to respect the unique needs within the various communities — Indians on and off reserve, and Métis and Inuit communities.

> **"We need to take account of resources as well. A lot of the resources are in the hearing stream, and we have to modify them. We need resources specific to the Deaf learner. Right now access to resources is a barrier to learning for the Deaf community. We need to remember that English is our second language and we must translate from English to American Sign Language (ASL)."**
>
> Stakeholder, June 23, 2004

Stakeholders from remote rural and northern communities noted that their challenges include not only the high cost of delivering programs, but also the difficulty for learners to gain ready access to programming because of the cost of transportation.

Stakeholders raised the question of access to funding for literacy programs for immigrants who are not literate in their first language to gain facility in that language as a preliminary step to literacy in English or French.

Some stakeholders suggested that, since delivery agencies are funded on the basis of the number of participants or the levels of activity instead of on the basis of student outcomes or results, agencies have a

[18] Mordechai Rozanski, *Investing in Public Education: Advancing the Goal of Continuous Improvement in Student Learning and Achievement* (Report of the Education Equality Task Force, Ministry of Education, December 2002), p. 32.

disincentive to refer learners to other, more appropriate programs. They also stated that it is challenging for deliverers to retain experienced adult educators on staff, and to engage in long-term planning without ongoing base funding. Flexibility in the allocation of funding at the local level was considered an important component of any funding formula. Incentives to reward local creativity in the creation of partnerships for effective and efficient delivery were also mentioned.

It is important to be able to adjust funding on the basis of local labour market conditions, for example, when a factory or business at the heart of a community closes, when new economic opportunities are linked to the local labour market, or when the changing demographics of the labour force become a factor, as in the case in northern Ontario, of the high reliance on the Aboriginal population, and in southern Ontario, of the reliance on the urban immigrant population. Policy makers must determine how to allocate funding in response not only to labour market needs but also to the specific learning needs of the communities.

"In 1996, Aboriginal people comprised 17 per cent of the labour force (in Northwestern Ontario). In 2001, the percentage had increased to 22 per cent. The rise is expected to continue and accelerate. If the north is to survive it will need an educated Aboriginal labour force."

Submission June 28, 2004

Social Costs of Not Funding Adult Education

Adult education must be viewed as an investment rather than a cost, particularly as an investment that offsets costs in other social services. In calculating the cost-effectiveness of adult education programs, decision makers must consider the larger social context and understand the trade-offs between the costs of adult education and the cost savings in other policy envelopes.

There are clear links between adult education and the health that comes from well-informed use of the health care system and active mental engagement in the social life of the community. Research studies in this area are limited, but there is evidence that the health status of seniors can be linked with engagement in learning.[19] For ESL/FSL learners, language skills are important for communicating effectively with health care providers about their own and their families' health issues, and for preventing the overuse of the health care system caused by misunderstandings.

The lack of literacy and numeracy skills is linked to the inability to participate effectively in the labour market or to adjust to changing workplace requirements and, consequently, to reliance on social assistance.

There are also links between the provision of adult education programs to inmates while they are incarcerated and whether they commit crimes after they have been released. In 1989, researchers administered the Test of Adult Basic Education (TABE) to a representative sample of both adult and young offenders in provincial government correctional facilities. Approximately one-half of both groups scored at or below the grade 6 level in at least one of the three areas of reading, mathematics, or language. Although the other half scored above the grade 6 level, most incarcerated adults have not completed high school. Many research studies clearly document the worth of education in reducing recidivism.[20] In spite of this, adult education programming is not consistently available for individuals in provincial

[19] S. A. Cusak, "Developing a Lifelong Learning Program: Empowering Seniors in Lifelong Learning" (*Educational Gerontology* 21(40) 1995), pp. 305-320.

[20] T. A. Ryan, *Correctional Education and Recidivism: A Historical Analysis* (College of Criminal Justice, University of South Carolina, April 14, 1994).

correctional facilities. Correspondence courses offered by TVOntario's Independent Learning Centre are one option available to this population. In an effort to be more self-sustaining, in 2002 the ILC introduced a non-refundable registration fee for each course. Since then, the enrolment of persons in Ontario correctional institutions in ILC courses has dropped significantly. While a range of factors may be causing this decrease, the non-refundable fees may have contributed to it.

Adult education providers, aware of the link between parental literacy and language skills and the achievement of their children, believe that investment in parental literacy would have clear payoffs for the government's agenda to improve literacy achievement in the K to 12 system.

Last but not least, stakeholders linked the ability to read and understand one's fundamental rights and responsibilities in a democracy to voting in elections.[21]

Accountability and Outcomes

Funding and accountability must be linked in order to ensure that we receive value for tax dollars and that programs and services achieve the desired results, but accountability measures should include outcomes other than employment because stakeholders recognize the importance of focusing on the whole person — as an individual, a citizen, and a member of a family and a community, as well as a participant in the workforce. Learners participating in adult education programs mentioned increased self-confidence and self-esteem as they developed the social skills necessary to participate effectively not only in the work force but also in the community.

"It is critical that we understand the importance of literacy to democracy. Literacy is fundamental to democracy. For example, 60 per cent of registered voters voted in the recent federal election. It would be interesting to know how many of the 40 per cent couldn't read."

Administrator, June 30, 2004

Some outcomes contribute to the health of Ontario's society, including social inclusion, social cohesion, and the ability to participate effectively in the multicultural Canadian society, in which diversity is valued and differences respected. While often not the direct focus of a program, these outcomes are often the by-products of learning together with other adults in diverse learning communities. Development of learning communities was seen as one of the important features of the adult education experience. Many felt that funding ministries should recognize the value of adult education beyond the purely economic value and ensure that accountability measures and mechanisms take into account the broad spectrum of economic and social outcomes. They see adult education as an investment that pays off in many ways.

In the broadest sense, stakeholders emphasized that society must continue to invest in adult education if we want to ensure that our democracy is strong and that our society and communities are healthy.

Access to Adult Education

Stakeholders stressed the importance of reaching out to people marginalized in society, whether or not they are employed. Unemployed people may have

[21] Globe and Mail, "True North Strong and Third" (*Globe and Mail*, August 7, 2002) review of Henry Milner, *Civic Literacy: How Informed Citizens Make Democracy Work* (Tufts University, University of New England Press, Hanover, 2002). Using IALS data, Henry Milner, political scientist at Laval University, relates better government to an informed citizenry and argues that adult education can play a critical role in strengthening civic literacy.

supports through Employment Insurance or social assistance which help link them to opportunities for education and training. People who are underemployed may not have the resources to access adult education programs and services to help them achieve better jobs, so there is a need to reach out to workplaces, to work with employers and employees on skill development initiatives, particularly for small and medium-sized businesses that do not have the training capacity of large businesses.

A policy framework for adult education should recognize the specific needs of women and consider, in particular, the relationship between poverty and access to programs, because the lack of affordable child care and transportation support are barriers to the participation of some women. Stakeholders recommended a holistic approach to adult education programming, in which the content and method of learning are relevant to women's reality.

Stakeholders pointed out that the *Ontarians With Disabilities Act, 2001* requires all levels of government and municipalities, hospitals, school boards, colleges, universities, and public transportation organizations to prepare annual accessibility plans and to make these plans available to the public. Persons with disabilities spoke about the employment supports available through the Ontario Disability Support Program (ODSP). They questioned whether the ODSP mandate (to offer clients the goods and services that enable them to gain or maintain employment) should be expanded to provide support to people who wish to participate in adult education programs. Some stakeholders saw the need to improve screening and assessment processes or change them to include vocational testing.

Members of the deaf, hard-of-hearing, and deaf-blind communities were concerned that policy-makers in the hearing world might not be sensitive to the unique needs of those communities, pointing out that their first language is American Sign Language (ASL) and English or French is their second language, and that it is important to have materials and programming information available in ASL and sufficient skilled translators and interpreters to help them participate in a broader range of community programs.

Culturally appropriate programming for Aboriginal people is essential to avoid the traumatic experiences of earlier years. Programs offered through a Friendship Centre[22] were cited as examples of culturally appropriate ones, and learners stressed the importance of having both credit and non-credit programs available in their community environment. This would provide opportunities for learners to volunteer and practise their skills, thus enriching their learning experience. Access to programming in Native languages would also assist people who might be aiming for employment on their reserve where the ability to speak the Native language is essential.

Having a range of programs available to francophones in different communities throughout the province is essential to support parents in developing their French language skills in order to help their children who are enrolled in French schools.

Some adult learners and delivery agencies pointed out the need to recognize and respond to the needs of adults who have learning disabilities, although not enough is known about how to assess adults for learning disabilities, nor is there sufficient expertise to address learning disabilities if identified.

---

22 There are 29 Friendship Centres listed on the Ontario Federation of Indian Friendship Centres website. A Friendship Centre offers programs in areas such as health, justice, family support, and employment and training. Friendship Centres also design and deliver local initiatives in areas such as education, economic development, children's and youth initiatives, and cultural awareness.

A number of learners mentioned receiving assistance through the Ontario Works program while participating in adult education and training. Some perceived that the government emphasizes getting a job in order to move participants off social assistance as quickly as possible, without considering whether the job is suitable or sustainable, or whether the income is higher than social assistance benefits. Some felt that the rules of Ontario Works do not encourage people to participate in adult education programs. These issues were also identified in the report *Review of Employment Assistance Programs in Ontario Works and Ontario Disability Support Program* conducted by the Parliamentary Assistant to the Minister of Community and Social Services in 2004.

Information and Communications Technology in Adult Education

The use of information and communications technology (ICT) in the delivery of adult education and training improves access to opportunities, particularly for people in remote northern and rural areas, accommodates persons with disabilities, enriches the learning experience in the classroom by providing additional resources and alternative teaching and learning modes, and helps learners acquire or improve their skills.

ICT is already being used to support and enrich correspondence or distance education programming through online delivery of course materials and interaction with instructors by e-mail or by computer conferencing — or videoconferencing, which enables instructors and students to interact in real time. Policy-makers must explore the full potential of the Independent Learning Centre (ILC), AlphaRoute,[23] Contact North/Contact Nord,[24] and other delivery agencies using ICT.

The pervasiveness of technology in the workplace means that programs preparing learners for employment must include access to and use of ICT as part of the learning environment so that learners can develop the real-life skills of a 21st-century workplace.

"ESL is not addressing the economic requirements of the future. The way it is structured and delivered does not have the components that are important: e.g., computers ... Facilities don't reflect the 21st century business environment. ESL is still being delivered in an old-fashioned way."

Stakeholder, June 17, 2004

Information is critical for preparing clear pathways for learners, and ICT provides access to information, particularly for service providers. The Internet facilitates the sharing of learning resources; for example, a dedicated website could facilitate the sharing of resources and expertise among adult educators in the province.

ICT offers innovative ways to reach out to adults where they live and work and to provide new and exciting ways of learning. However, ICT cannot fully address the issue of access — many learners cannot afford to buy a computer or pay for Internet service, and access time on the computers available in libraries or community agencies is limited. Many remote and rural communities do not have private phone lines or access to computer technology, let alone high-speed Internet services. ICT use is certainly not appropriate for all adult learners: they may not have the level of literacy required to use computer technology; instructors may not have the expertise to

[23] AlphaRoute is an online literacy learning environment with four separate but virtually linked learning areas, one for each of the four streams of Literacy and Basic Skills (LBS) delivery agencies in Ontario: deaf, Native, francophone, and anglophone.

[24] Contact North/Contact Nord — established, governed, and administered by northerners — has a mission to increase and improve affordable and equitable access to quality education and training for northern Ontario residents, to support regional and community economic development, and to promote a culture of lifelong learning.

help learners use ICT appropriately; and, in some regions, the necessary technical support may be difficult and/or costly to access.

Use of ICT cannot completely replace the interactive part of adult learning which is so critical to building essential interpersonal skills for effectively interacting with others — the key to success in the workplace and participation in the broader community.

Innovation and Excellence in Teaching and Learning

Adult Education Practice

In order to respond to local needs and to budget pressures in a time of tight resources, service providers and practitioners need to be innovative, to share best practices.

Adult education programming must recognize that adults lead complicated lives, with the pressures of family and work, and they face difficulties participating in mainstream programs in traditional institutional settings. It is important to deliver education to adults in settings where they are comfortable, where the learning environment is flexible, where the staff respect the learners, and where there is a sense of community — all these contribute to adults' motivation to learn and achieve their goals. The characteristics of a good adult education program can exist in a variety of physical settings, whether in a community agency, school, or CAAT.

Stakeholders stressed how important it is for programming to follow adult learning principles — to use appropriate materials designed for adults and to support adult learners through a holistic approach. Aboriginal, francophone, and deaf stakeholders emphasized how important it is to have flexibility in designing programs to meet their cultural needs. They felt that communities should be empowered to design their own educational solutions to meet the needs of local learners.

Professional Development

Adult educators as a professional community lack recognition. There is no systematic professional development aimed at improving adult education practice: courses in adult education are not required in faculties of education, education students are not encouraged to consider a career track in adult education, and the Ontario College of Teachers does not address adult education in its Standards of Practice for Ontario Teachers.

The adult education stream of non-credit programs has a different level of pay and benefits and lacks job security. As well, the level of pay for educators even of credit courses offered through continuing education is lower than that offered in regular secondary school programs. The low pay and the uncertain employment future mean that educators leave, and administrators find it hard to recruit new educators to what is viewed as a "second-class" teaching environment.

Principals of adult day schools do not receive professional development targeted to the differences in offering an educational program geared to adults or to developing staff in that environment. The shortage of specialists in adult education — counsellors, skilled assessors of prior learning, translators, and interpreters for other languages (either spoken or signed) are also concerns. Nevertheless, learners spoke warmly about their educators and instructors, about those who were patient and respectful, who showed real love of teaching and went the extra mile to help learners, sometimes by helping them address

personal problems outside their educational program. They also spoke of other educators who were not as good and some who needed to work on their own language and literacy skills before they could help other adults learn.

Learners also talked about what they needed as adults. Some felt that a lot of flexibility was needed in order to respond to their requirements as adults. Others felt that there was a need for stricter standards of participation and achievement to keep learners on track. Although learners want to be respected as contributing, capable adults, they recognize that at times they need feedback to help them keep focused on their learning goals.

Practitioners spoke about the importance of developing communities of practice among adult educators, opportunities to learn from one another, to share best practices, and to work on continuous improvement. Sharing the results of research in adult education is vital to improving practice — practitioners need opportunities to reflect on practice and on the results of research so that they can incorporate improvements into teaching and learning.

"We can combine the best of research-based standards, local flexibility and community of practice models. For example, we are exploring the community of practice around prior assessment. It includes creation of a registry of experts and links between the Canadian Language Benchmarks and Essential Skills. The question is how to benchmark what the language requirements are."

Stakeholder, June 24, 2004

Investment, Participation, and Pathways

The primary funding ministries for adult education and training are the Ministry of Education (EDU) and the Ministry of Training, Colleges and Universities (TCU), which together provide approximately $239.3 million in funding annually.

In addition to the comments and opinions of stakeholders gathered through meetings, the website, and written submissions, information on the programs included in the review (see Executive Summary, page 4) was gathered from different provincial ministries. While the majority of this information is summarized in Appendix A, Section 5 provides the following: a table showing government investment, a table showing the eligibility for and participation in the different programs, and figures showing the differences between the elementary-secondary to postsecondary education pathway and the adult education pathways.

Government Investment in Adult Education and Training

Program	Funding Year	Annual Allocation ($ millions)	Funding Ministry
English/French as a Second Language (ESL/FSL) – District School Boards	2003/04	$50.4	EDU
English as a Second Language (ESL) – CAATs	2003/04	$1.0	TCU
Adult Day School – credit	2003/04	$15.5	EDU
Continuing Education – credit	2003/04	$102.2	EDU
Adult Native Language Programs	2003/04	$0.23	EDU
Correspondence/Distance Education – ILC, TVOntario	2003/04	$6.4	EDU
Literacy and Basic Skills (LBS) Program including Ontario Basic Skills	2003/04	$62.0	TCU
Basic Training for Skills Development (BTSD) – in August 2004 renamed Academic and Career Entrance (ACE) Program – CAATs	2003/04	$1.6	TCU
Total – estimated annual expenditure		**$239.3**	

Community agencies, district school boards, and CAATs all provide programs. Sometimes all three deliver the same programs. For example, the Literacy and Basic Skills Program is delivered by all three at about 300 sites throughout Ontario. Programs are delivered in a range of methods: classroom instruction, group work, one-to-one tutoring in literacy and language programs, online, or through self-study by correspondence for secondary school credits.

The primary funding ministries for adult education and training are the Ministry of Education (EDU) and the Ministry of Training, Colleges and Universities (TCU), which together provide approximately $239.3 million in funding annually.

In addition to the comments and opinions of stakeholders gathered through meetings, the website, and written submissions, information on the programs included in the review (see Executive Summary, page 1) was gathered from different provincial ministries. While the majority of this information is summarized in Appendix A, Section 5 provides the following: a table showing government investment, a table showing the eligibility for and participation in the different programs, and figures showing the differences between the elementary-secondary to postsecondary education pathway and the adult education pathways.

Government Investment in Adult Education and Training

Program	Funding Year	Annual Allocation ($ millions)	Funding Ministry
English/French as a Second Language (ESL/FSL) – District School Boards	2003/04	$50.4	EDU
English as a Second Language (ESL) – CAATs	2003/04	$1.0	TCU
Adult Day School – credit	2003/04	$15.5	EDU
Continuing Education – credit	2003/04	$102.2	EDU
Adult Native Language Programs	2003/04	$0.23	EDU
Correspondence/Distance Education – ILC, TVOntario	2003/04	$6.4	EDU
Literacy and Basic Skills (LBS) Program (including Ontario Basic Skills)	2003/04	$62.0	TCU
Basic Training for Skills Development (BTSD) – in August 2004 renamed Academic and Career Entrance (ACE) Program – CAATs	2003/04	$1.6	TCU
Total – estimated annual expenditure		**$239.3**	

Community agencies, district school boards, and CAATs all provide programs. Sometimes all three deliver the same programs. For example, the Literacy and Basic Skills Program is delivered by all three at about 300 sites throughout Ontario. Programs are delivered in a range of methods: classroom instruction, group work, one-to-one tutoring in literacy and language programs, online, or through self-study by correspondence for secondary school credits.

Some deliverers provide a combination of programming at one site, such as an adult education centre, or multiple sites, including school facilities and community organizations. Some agencies deliver both provincially and federally funded adult education programs.

These programs have different reporting requirements about participants in the programs. Some programs report on full-time equivalent enrolments (FTEs) for funding purposes. For example, the ESL/FSL program delivered by district school boards reported more than 20,764 FTEs for 2003/04. If one FTE equals 900 hours, it could represent nine adults. The Literacy and Basic Skills Program reported 42,000 actual participants for 2003/04, although part-time and full-time are not differentiated.

Adult Education and Training Program Participation Based on Ministry Data Available in June 2004

Program	Eligibility	Number of Participants	Cost to Participants
English/French as a Second Language – District School Boards	Immigrants, refugees/refugee claimants, and Canadian citizens	20,764 FTEs (2003/04)	No cost
English as a Second Language – CAATs	Students aged 19 years and older with mature student status, OSSD, or equivalent	Not available	Maximum average tuition is $4.34 per student contact hour
Adult Day School – credit	Students aged 18 years and older	Not available	No cost
Continuing Education – credit	Students aged 18 years and older	Not available	No cost
Adult Native Language Programs	Not available	Average Daily Enrolment (ADE) population of 94 (2003/04)	No cost
Correspondence/Distance Education – ILC, TVOntario	Day school students under the age of 16 Adults who are no longer in the high school system	18,000 adults (annual estimate)	$40 non-refundable administrative fee per course
Literacy and Basic Skills (LBS) Program including Ontario Basic Skills	Individuals with a facility in English or French, with special emphasis on Ontario Works participants Focuses on those individuals whose literacy skills are below grade 9 of the Ontario curriculum, with some upgrading services for individuals above the grade 10 level who wish to access higher skill training	42,000	No cost
Basic Training for Skills Development (BTSD) – in August 2004 renamed Academic and Career Entrance (ACE) Program – CAATs	Grade level or equivalent Pre-tests determine a student's functional level	Not available	$50.82 per week

Most programs limit eligibility to persons 18 years of age or older, but exceptions can be made locally. The Literacy and Basic Skills Program focuses on individuals with a facility in English or French, placing special emphasis on Ontario Works participants and on those individuals whose literacy skills are below the grade 9 level of the Ontario curriculum, while providing some upgrading services for individuals whose literacy skills are above the grade 10 level. The ESL/FSL program offered by district school boards is available to immigrants, refugees, refugee claimants, and Canadian citizens.

Some deliverers provide a combination of programming at one site, such as an adult education centre, or multiple sites, including school facilities and community organizations. Some agencies deliver both provincially and federally funded adult education programs.

These programs have different reporting requirements about participants in the programs. Some programs report on full-time equivalent enrolments (FTEs) for funding purposes. For example, the ESL/FSL program delivered by district school boards reported more than 20,764 FTEs for 2003/04. If one FTE equals 900 hours, it could represent nine adults. The Literacy and Basic Skills Program reported 42,000 actual participants for 2003/04, although part-time and full-time are not differentiated.

Adult Education and Training Program Participation Based on Ministry Data Available in June 2004

Program	Eligibility	Number of Participants	Cost to Participants
English/French as a Second Language – District School Boards	Immigrants, refugees/refugee claimants, and Canadian citizens	20,764 FTEs (2003/04)	No cost
English as a Second Language – CAATs	Students aged 19 years and older with mature student status, OSSD, or equivalent	Not available	Maximum average tuition is $4.34 per student contact hour
Adult Day School – credit	Students aged 18 years and older	Not available	No cost
Continuing Education – credit	Students aged 18 years and older	Not available	No cost
Adult Native Language Programs	Not available	Average Daily Enrolment (ADE) population of 94 (2003/04)	No cost
Correspondence/Distance Education – ILC, TVOntario	Day school students under the age of 16 Adults who are no longer in the high school system	18,000 adults (annual estimate)	$40 non-refundable administrative fee per course
Literacy and Basic Skills (LBS) Program including Ontario Basic Skills	Individuals with a facility in English or French, with special emphasis on Ontario Works participants Focuses on those individuals whose literacy skills are below grade 9 of the Ontario curriculum, with some upgrading services for individuals above the grade 10 level who wish to access higher skill training	42,000	No cost
Basic Training for Skills Development (BTSD) – in August 2004 renamed Academic and Career Entrance (ACE) Program – CAATs	Grade level or equivalent Pre-tests determine a student's functional level	Not available	$50.82 per week

Most programs limit eligibility to persons 18 years of age or older, but exceptions can be made locally. The Literacy and Basic Skills Program focuses on individuals with a facility in English or French, placing special emphasis on Ontario Works participants and on those individuals whose literacy skills are below the grade 9 level of the Ontario curriculum, while providing some upgrading services for individuals whose literacy skills are above the grade 10 level. The ESL/FSL program offered by district school boards is available to immigrants, refugees, refugee claimants, and Canadian citizens.

Pathways

A learner in the adult education system may follow a much more complex pathway than a student in the K to 12 system who completes secondary school education and goes directly on to further education and training or employment. Adults may move in and out of different programs. Figures 1 and 2 illustrate the differences between those pathways.

Students in the elementary-secondary system follow a traditional pathway — 12 years of formal schooling, secondary school graduation, and a formal postsecondary program or employment, as shown in Figure 1.

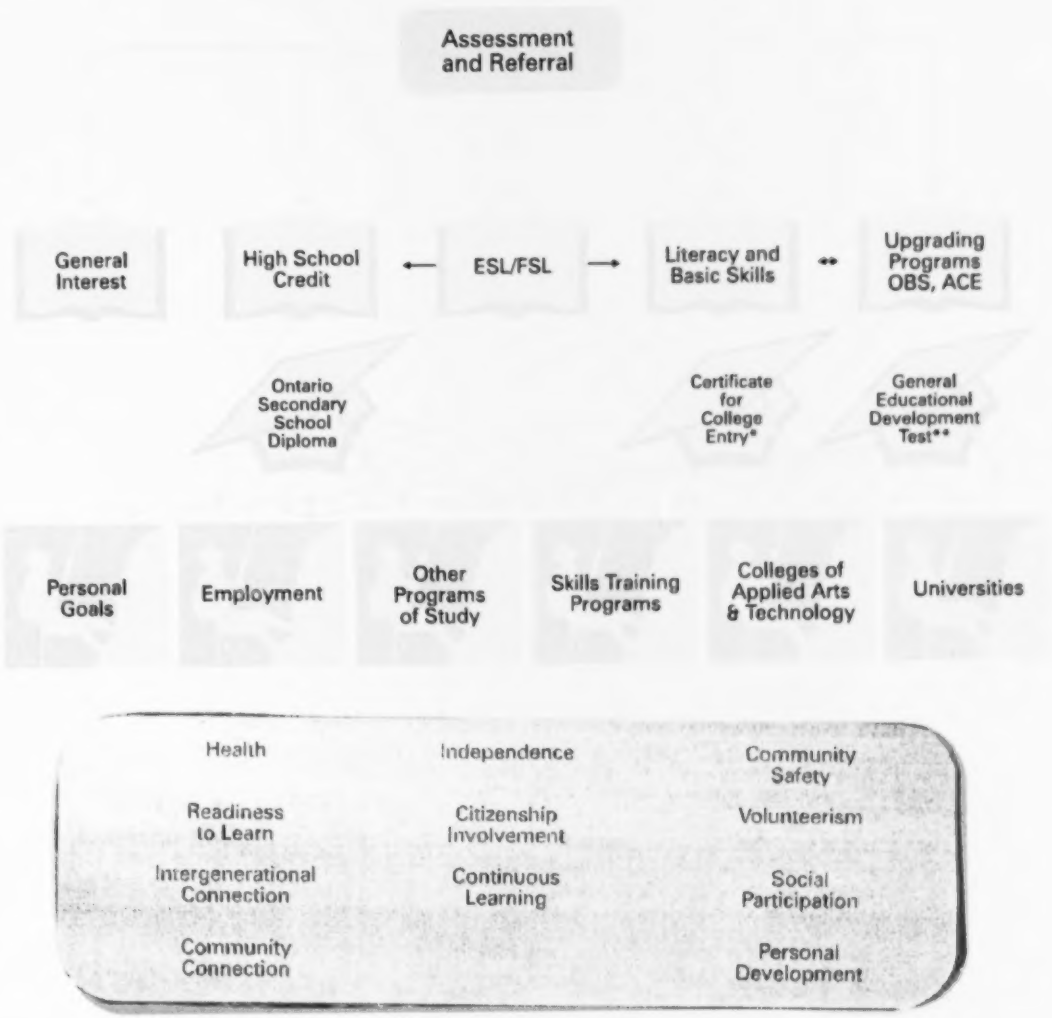
Figure 1: Elementary-Secondary to Postsecondary Educational Pathway

The adult education pathways are much more complex. Adults enter and exit programs in response to family and financial responsibilities. Ideally, an adult learner would start with an assessment and then be referred to one of a number of starting points, including the Literacy and Basic Skills Program, ESL/FSL, upgrading, or high school to get the OSSD. The learner would then progress into other programs in the adult education system or go on to postsecondary training. Alternatively, after one or more programs the learner might go straight into employment. Citizenship goals and independence goals can be the drive behind adult education as well, although these are not shown in the figure. Prior learning assessment and referral is an important first step in the journey.

Figure 2 and Figure 3 show the pathways for individuals who enter adult education to meet goals of further training or education, or employment. As mentioned, an individual's participation in adult education programs not only enhances his or her skills and economic security, but also contributes to a range of positive outcomes for our community and society.

Figure 3 provides examples of pathways that an adult might take.

Figure 2: Adult Education Pathways



* Certificates are granted and recognized by individual colleges for entry into postsecondary programming at the colleges. The certificates are not "provincial ministry recognition".

** Individual universities, colleges, and employers recognize the General Educational Development Testing Program differently.

Figure 3: Examples of Specific Pathways

6

Proposed Adult Education Policy Framework

Our proposed adult education policy framework for Ontario builds on the experience of other jurisdictions, the advice of stakeholders, and the advice in the literature consulted.

Experience of Other Jurisdictions

Through the Council of Ministers of Education, Canada (CMEC) and interjurisdictional collaboration, education ministers have a forum to support and improve adult education and training to obtain both economic and social benefits by sharing expertise and best practices and by developing a definition and a policy framework for adult education in Canada.

CMEC conducted a survey of provinces and territories in June 2003. At that time, only Quebec, Alberta, and New Brunswick had developed or were developing comprehensive policy frameworks in lifelong learning.[25] Ontario's Adult Education Review had not yet begun.

The CMEC study included an overview of international trends in adult education and lifelong learning. The following were of interest to Ontario:

- Developed countries focus on adult education to address labour market needs and link adult education to the development of a sustainable knowledge economy. Thus they focus on accessibility for disadvantaged groups and people with low literacy levels, and are increasingly formalizing programs for outreach and education.
- The role of social partners in shaping adult education policy has increased, particularly partnerships between governments, the private sector, non-governmental organizations, and community groups.
- More and more adults are seeking recognition of their prior learning, knowledge, and skills.
- Stakeholders are exploring the appropriate use of ICT to support lifelong learning.
- There is limited use of research findings to improve the theory and practice of adult education.[26]

The report of the Organisation for Economic Co-operation and Development (OECD)[27] concludes that the key to improving adult learning opportunities in member countries lies in an integrated approach to policies and practices regarding access and participation. The report highlights five key dimensions of policy initiatives:

- making learning more attractive to adults by a learner-centred approach that includes adult learning principles, flexibility in the provision of services, outreach policies, and recognition of prior learning
- measures to stimulate employment-related training for workers and the unemployed, engage the private sector, and remove barriers to participation
- financial incentives to invest in the human capital of adults, at both the individual and enterprise level, and stimulate participation
- approaches to improve the quality of adults' learning with an emphasis on quality control and outcomes measures
- adopting a co-ordinated approach with an emphasis on partnerships among the various players, including government, business, labour, public and private delivery agencies, and community organizations

The OECD report concludes by stressing the importance of making explicit the roles of the various actors in adult learning — individuals, business, delivery agents, and government — if a policy framework is to be implemented successfully.

---

[25] John Biss, *Adult Learning and Adult Education*, p. ii.

[26] John Biss, *Adult Learning and Adult Education*, pp. 10-12.

[27] Organisation for Economic Co-operation and Development, *Beyond Rhetoric: Adult Learning Policies and Practices: Highlights* (Organisation for Economic Co-operation and Development, 2003), p. 8.

Proposed Policy Framework

The elements of our proposed adult education policy framework are meant to guide program planners and decision makers to put in place a comprehensive set of programs and services to meet their priorities and to create mechanisms for planning, funding, management, and accountability that are transparent and ensure effective and efficient use of public resources.

The policy framework proposes action on six key elements:

1. investment in skills development
2. learner pathways
3. accessibility and inclusion
4. innovation and excellence in teaching and learning
5. funding and accountability
6. research

1. Investment in Skills Development

- a range of program options to meet learner needs — language skills, literacy and numeracy, upgrading, opportunities for high school completion, workplace-related skills, co-operative and supported work placements
- programs and services that enable participants to make the transition to higher-level learning, to getting or keeping a job, or to greater involvement in the community
- monitoring developing needs for new skills
- identifying and monitoring the economic and social benefits of adult learning
- engaging partners to invest in adult learning

2. Learner Pathways

- valuing and recognizing prior learning
- common and standard tools to assess learning and skill acquisition
- validating credentials
- information and referral
- learning benchmarks
- partnerships for service delivery
- clear pathways to the workplace or other learning opportunities such as secondary school credit and diploma, apprenticeship, postsecondary
- co-ordination and linkages among funding and delivery agencies
- service planning and co-ordination to meet local needs

3. Accessibility and Inclusion

- accommodating learner needs
- addressing barriers to learning
- learning close to home or work
- access to training supports — child care, transportation
- outreach to potentially excluded learners
- meeting the particular cultural and linguistic needs of various communities (francophones, Aboriginal people, the deaf, hard-of-hearing, and deaf-blind)
- compliance with the *Accessibility for Ontarians with Disabilities Act, 2005*
- access to educational opportunities throughout life

4. Innovation and Excellence in Teaching and Learning

- flexibility to respond to local needs
- professional development and communities of practice for the adult education workforce
- province-wide access to and sharing of resources and materials to support learning
- use of ICT to support learning where appropriate, given access issues such as costs of technology and limited literacy levels
- sharing best practices through local, regional, and provincial forums and online mechanisms

5. Funding and Accountability

- support for government priorities
- incentives for innovation and local partnerships
- links to a broad range of agreed-upon outcomes
- links to return on investment across a number of indicators
- accountability and clear roles and relationships among funding ministries and delivery agencies
- accountability measures for achievement of economic, social, and personal development goals
- accountability mechanisms for monitoring and continuous improvement
- accountability mechanisms to enable flexibility and innovation to meet local needs
- efficiency and effectiveness

6. Research

- labour market research
- research on the results of adult education investments, including social outcomes
- research on best practices in adult education
- applied research
- dissemination of research to support excellence and innovation and to enable evidence-based decision making in policy and practice

Further details of the proposed policy framework would be designed and implemented through action on the recommendations discussed in Section 7 of this report.

7

Recommendations for Action

Our recommendations support implementing the proposed policy framework, taking action in several areas, and undertaking further research of issues.

Creating a Focus on Adult Education in the Government of Ontario

On April 29, 2004, the Ontario government released a discussion paper prepared for the Education Partnership Table, created by the government to permit wide input into the direction of education in Ontario. The paper begins with a statement of the value of public education to Ontario:

"Publicly funded education is the cornerstone of a fair, productive and socially cohesive society. The societal gains harnessed from a strong publicly funded education system include and go beyond the ability to graduate students who are better positioned for the global marketplace. The benefits extend to improvements in the physical and mental well-being of individuals, increased citizen participation within communities, as well as higher and sustainable rates of employment. In many ways, our social progress overall is defined by our progress in education." [28]

This statement applies equally to the value of publicly funded adult education. This was echoed by the Honourable Bob Rae who stated in his report *Ontario, a Leader in Learning* that "participation in learning beyond school-leaving age should be a significant public policy objective for Ontario" (p. 11). Stakeholders in adult education seek a clear commitment from the government that it recognize the place and the value of adult education in the continuum of publicly funded education in Ontario.

Our recommendations aim to recognize adult education as a key component of Ontario's education system, and to link different programs to better meet Ontario's labour market challenges and social goals.

We recommend that government

1. Create an appropriate entity within government (such as a secretariat, a steering committee, a cross-ministry working group or unit) to co-ordinate the further development and implementation of the proposed adult education policy framework and definition. The entity could look at the possibility of, or need for, legislation that would acknowledge the place of adult education within the education continuum, leading to post-secondary and other options. This entity would oversee the effectiveness of government-funded adult education programs and services and provide information to support management planning and decision making.

The entity would have an active role working with the funding ministries and delivery agencies to strengthen the adult education system in Ontario in light of government priorities and to promote the value of adult education in Ontario. The entity would also work with funding ministries to clarify mandates and accountabilities of delivery agencies for delivery of particular program areas, and would ensure that management information is available for planning, setting priorities, and monitoring the effectiveness and efficiency of adult education programs in Ontario. As well, the entity would monitor the need for new skill requirements and possible future investments as well as the ability of deliverers to foster community inclusiveness so that learning opportunities are available for all community members including seniors. The creation of such an entity is key to the following recommendations and to moving forward.

---

[28] Ministry of Education, *Building the Ontario Education Advantage: Student Achievement* (Ministry of Education, April 29, 2004), p. 1.

2. Adopt the following as the Ontario definition of adult education:

"Adult education" involves planned and intentional learning opportunities that enable adults to acquire the skills and knowledge they need to participate fully in the economic and social life of their community. Adult education empowers adults to successfully perform their roles in the workplace, in the family, and as citizens and community members.

Adult education takes place in both formal and informal settings in a wide range of locations — in the community, the workplace, formal institutional environments, and the home.

Education programming for adults is designed to achieve the learner's goals, whether they are economic, social, or for personal development, and the programming considers the life circumstances and unique learning styles of adults.

Adult education provides clear pathways for prospective learners to achieve their personal goals, and the courses and programs may be formal or informal in nature, that is, some are designed for achieving academic credit, others are non-credit or for general interest.

The definition of adult education will apply to those programs in this review.

3. Implement an ongoing, province-wide outreach strategy on adult education to engage stakeholders and learners.

In carrying out this recommendation, it is important that communications be in clear and accessible language to ensure that learners, delivery agencies, and employers can understand and act upon the information, as appropriate. The outreach strategy should illustrate the benefits of adult education to all Ontarians — those in business, labour, education, the media, the health system, and families. It should focus on the positive aspects of learning.

Integration of Programs

4. Integrate adult education programs offered by the provincial and federal governments, specifically by: (a) negotiating a fair Canada/Ontario labour market development agreement to provide the Ontario government with new resources to invest in adult education; (b) negotiating a Canada/Ontario immigration agreement that will allow the federal government to invest new resources in job-specific language training to support the integration of new Canadians; and (c) improving the integration of services funded by governments.

In order to maximize the use of available adult education resources and to provide a continuum of programs within the available resources, it is critical to improve the effectiveness and efficiency of program delivery. This goal means integrating programs and improving co-ordination between the levels of the federal and provincial governments and among the deliverers involved in adult education.

Partnerships

5. Support and facilitate partnerships and co-ordination of programming among deliverers through information sharing and incentives.

Partnerships at the local level have proven to be an effective way to harness resources to meet local community needs. Partnerships might be created between delivery agencies, community service organizations, volunteer organizations, and employers. Partnerships are most effective when they are aimed at meeting a particular local need. As a result, partnerships must be supported and encouraged but cannot be prescribed in a way that suggests a "one model fits all" approach.

Learner Pathways

6. Work with the agencies and institutions delivering adult education programming to devise clear pathways for learners to achieve their learning goals, including, but not limited to:

- **access to assessment and referral services to adult education programs**
- **access to prior learning assessment and recognition (PLAR)**
- **access to varied opportunities and options for completion of secondary school credits**
- **recognition and promotion of the range of credentials that provide access to further education, training, employment**
- **clearer articulation among such programs as literacy and basic skills programs, English and French as a second language credit and non-credit programs, and apprenticeship training and postsecondary programs**
- **improved linkages with the workplace through co-operative and supportive work placements**

Learner pathways should support learners in making transitions to further education, in getting or keeping a job, and in participating in the life of the community. In theory, learners should be able to enter the adult education system at any point, have their prior learning assessed and recognized, participate in the appropriate learning program(s), and proceed to the next step, whether employment or further education and training, in the shortest time possible. This is not the current reality in adult education in Ontario. More work is required to create the kind of seamless learner pathways that take learners on the shortest and most effective route to their goal.

Further exploration is required to identify gaps and overlaps in learner pathways. For instance, in a quick analysis of language training for immigrants in Ontario, one can identify gaps in the co-ordination of the information and referral system for language training, lack of universal language assessment tools and processes, duplication in language training at lower levels, and lack of higher level language training.

The mandate of the Adult Education Review was not to look in depth at any one program, but rather to create a broad picture of what is happening in adult education and training in Ontario. However, because stakeholders raised concerns with respect to adult education for people receiving social assistance, we see a need to look at the relationship between social assistance policies and adult education policies.

Stakeholders raised two general areas of concern: (a) whether Ontario Works policies and regulations might create barriers or disincentives to social assistance recipients participating in adult education programs, and (b) the need for a broader range of employability and essential skills in adult education program content for people receiving social assistance.

7. Guide adult education deliverers to work with social assistance delivery agencies to ensure that adult education programming meets learners' goals, including development of employability and essential skills and life skills to ensure success in the workforce and independent living.

Delivery agencies should be guided by a philosophy of "no wrong door" into the adult education system as they work together to achieve seamless pathways for learners.

Accountability, Results, and Funding

8. Examine the following factors in program funding models:

- **the relationship to government priorities**
- **the relationship to program goals and results**
- **the consistency of funding models among and within programs**
- **maximizing use of public funds through partnerships**
- **incentives to ensure delivery agencies are efficient and effective**
- **ways of measuring the return on investment in adult education programs**

9. In consultation with providers, design and implement appropriate accountability measures for all adult education programs that include economic, social, and personal development measures, and streamline reporting requirements.

10. Explore the possibility of using a single student identifier to track adult learners, with appropriate provisions for privacy and security, to assist with results-based planning and evaluation of programs.

While no particular recommendations are being made with respect to funding models and funding levels, there are indications of the need to examine adult education funding to ensure that funding supports government priorities and adult learning needs.

In addition, the review of programs and discussions with stakeholders revealed differences in accountability approaches, as well as concerns that stakeholders have about accountability mechanisms. In some instances, there seemed to be concern that accountability and reporting requirements were too onerous. In other cases, stakeholders suggested that greater accountability was required.

Access to Adult Education

11. Conduct outreach to persons with special needs and provide culturally specific programming for varied communities — francophones, Aboriginal people, and the deaf, hard-of-hearing, and deaf-blind communities.

12. Ensure that agencies and providers are fully aware of their obligations under governing legislation, specifically the *Accessibility for Ontarians with Disabilities Act, 2005*, and work with them to devise plans and tools to comply with this Act and the *French Language Services Act*.

The Adult Education Review identified inclusiveness as a key element for an adult education policy framework for Ontario, a goal that was echoed by stakeholders. Stakeholders also talked about the need to reach out to and serve adults who lack the skills and knowledge to take advantage of opportunities that are available. Adult education in Ontario must be an inclusive system.

Information and Communications Technology to Support Adult Learning

13. Explore the potential of information and communications technology (ICT) to support program delivery and to improve access in classrooms, correctional facilities, libraries, and community agencies and to enable self-study at home, where appropriate.

All respondents expressed interest in the potential of ICT to support adult learning; they believed that ICT could increase access to learning resources for people who live in remote and rural areas and for persons with disabilities. Stakeholders pointed out the pervasiveness of ICT in the workplace and felt it important that adult learners be exposed to the use

of ICT in their own learning. ICT may not be an ideal tool for adult learners with low literacy and numeracy skills, and accessibility to ICT is a concern, but there may be opportunities for ICT to support and enrich the adult learning experience.

Innovation and Excellence in Teaching and Learning

14. Foster and encourage innovation and local creativity in keeping with adult education principles, and ensure that a range of programs (including general interest programs) is in place according to community demographics.

15. Foster a culture of excellence in the delivery of adult education through improvements in practice, through professional development, and through the creation of a website for sharing resources, best practices, and the results of adult education research.

Innovation is a cornerstone of adult education. Adult education programs have grown in communities in response to local need. Such programs adapt and evolve to meet changing learner demographics and changing economic and social climates. Delivery agencies want the freedom to be innovative in how they deliver their programs and how they respond to learner needs. It was a key commitment of the Adult Education Review that the capacity for innovation at the local level would not be hindered by whatever adult education policy framework is put in place.

The quality of adult education programs is also an area of concern. Quality is a factor in determining the outcomes of adult education. A large number of practitioners are employed in adult education, but we do not have statistics on where they are, what they do, and what their qualifications are.

Stakeholders pointed out that there is no systematic approach to the professional development of practitioners, nor are there systematic opportunities to share best practices. There may be opportunities to build a community of practice among adult education practitioners that supports continuous improvement in the quality of instruction in adult education.

The Ministry of Education's publication *Building the Ontario Education Advantage: Student Achievement* forms the basis of the government's overall vision for K to 12 education. The government is committed to ensuring that publicly funded education will be the very best education possible. A report prepared for the Education Partnership Table describes the mission and moral purpose of public education as a quest for excellence for all.[29]

An opportunity exists to broaden this vision to include adult education and thus engage the adult education community in this quest for excellence, and to extend the moral purpose of publicly funded education to embrace adult education in Ontario.

More work needs to be done to explore the facts underlying the concerns raised by stakeholders, and more information is needed about what is actually happening in individual communities and in particular program areas across Ontario.

This Adult Education Review took a high-level approach to adult education as it currently exists in Ontario and concluded that the current view is more of a collage than a snapshot. Our recommendations establish a direction for action and will enable the government to begin taking steps toward putting the proposed policy framework in place.

---

[29] Ministry of Education, *Building the Ontario Education Advantage: Student Achievement* (Ministry of Education, April 29, 2004).

8

Next Steps

This report is the first step toward the goal of strengthening adult education and training in Ontario. It reflects the views of stakeholders on a variety of issues and makes recommendations for action on the part of the government and delivery agencies. It proposes a policy framework that will be further designed and implemented through action on the recommendations. More work is required to further define detailed action plans in response to the recommendations.

Throughout the review, there was clearly a consensus among stakeholders that adult education and training are fundamental to a healthy economy and a healthy society. They are also fundamental to achieving many of the social and economic policy goals of the Ontario government.

Once government has reviewed the recommendations and the proposed policy framework in light of policy and budget priorities, government has an opportunity to act to strengthen adult education in Ontario. The time is now.

"This is the best thing that has happened to me. I don't know if they know how much it meant to me. Now I would like to carry on my education and eventually teach other adults."

Learner, July 7, 2004

Appendix A: Details on Adult Education Programs and Related Services in Ontario

In June 2004, information was gathered from Ontario government ministries on adult education programs and services available in Ontario. Information was gathered on the following program areas:

- adult English/French as a second language (ESL/FSL) courses delivered by district school boards and colleges of applied arts and technology (CAATs)
- literacy and basic skills programs delivered by community agencies, district school boards, and CAATs
- credit courses for adults delivered by district school boards
- correspondence/self-study and distance education courses delivered by the Independent Learning Centre (ILC), TVOntario
- continuing education programs, including general interest courses, delivered by district school boards
- adult Native language programs delivered by district school boards
- citizenship preparation programs delivered by district school boards and community agencies
- academic upgrading programs delivered by CAATs

Information was also gathered on the Job Connect program (Ministry of Training, Colleges and Universities), the Ontario Works program and the Ontario Disability Support Program Employment Supports (Ministry of Community and Social Services), and the Newcomer Settlement Program (Ministry of Citizenship and Immigration). Although these programs were not within the scope of the review, they often provide services to the same adult learners. In addition, information was gathered on a variety of tools and benchmarks that support adult education program delivery and assessment of prior learning.

The information in this appendix provides varying levels of detail based on what was available as of June 2004 in the Ontario government ministries contacted for information. The intent was to create an overview of the programs and to provide detail on the following dimensions:

- program objectives
- program funding including funding mechanism
- available supports, such as child care and transportation allowances
- program delivery
- accountability and outcomes

1. Program Objectives

Program objectives vary on the basis of the goals of the learners in the program. Not all programs are aimed at providing credit or a certificate of completion. Table 1 summarizes the objectives of the adult education programs included in the review. Table 2 summarizes the objectives of other services for adult learners.

Table 1: Program Objectives for Adult Education Programs

Program	Delivery Agent	Objectives	Credit/ Non-Credit
English/French as a Second Language (ESL/FSL)	District School Boards	To provide basic language instruction and some higher-level language skills	Both credit and non-credit continuing education courses
English as a Second Language (ESL)	CAATs	To develop basic linguistic fluency using all four skills areas: speaking, listening, reading, and writing at each of three levels – basic, intermediate, and advanced To provide knowledge of and insight into the social and cultural characteristics of Canadian society	Non-credit
Adult Day School	District School Boards	To offer provincially recognized credit courses that count toward completion of an Ontario Secondary School Diploma (OSSD)	Credit
Continuing Education	District School Boards	To provide general interest programs available for a fee	Non-credit
Adult Native Language Programs	District School Boards	To provide adult Native language programs made available at the community's request	Non-credit
Correspondence/ Distance Education	Independent Learning Centre (ILC), TVOntario	To provide courses that allow adults to earn secondary school diploma credits, upgrade their basic skills, or study for personal development	Secondary credit courses Adult Basic Education non-credit courses in ESL, Adult Basic Literacy, and Adult Basic English and Mathematics
Basic Training for Skills Development (BTSD) – in August 2004 renamed Academic and Career Entrance (ACE) Program	CAATs	To provide a natural training progression, which is divided into four levels of competencies in mathematics, science, and communications (English/French), from skills common to all occupations to higher-level skills required by more specialized occupations	Local College Certificate
Literacy and Basic Skills (LBS) Program including Ontario Basic Skills	District School Boards CAATs Community Agencies	To provide literacy and numeracy training for individuals to improve their employment situation, or move on to further education and training, or increase their personal independence Supports programming for anglophone, francophone, Native, and deaf learners To promote literacy in Ontario by encouraging and supporting research and development initiatives Ontario Basic Skills, currently offered by CAATs as a part of the LBS Program, is considered as equivalent to the OSSD for the purpose of admission to some postsecondary and apprenticeship programs	Non-credit

Table 2: Program Objectives for Other Services to Adult Learners

Program	Delivery Agent	Objectives
Job Connect Service in English and French	CAATs Adult Help Centres Youth Employment Centres	Helps Ontarians obtain sustainable employment Bridges the gap between individuals seeking employment and employers Offers a range of services to respond to employment needs of individuals and skilled labour needs of employers Helps individuals on a path of higher skill training and employment
Ontario Works Program Service in English and French	Municipalities	Provides people on social assistance access to upgrading through assessment and referral to adult education and training opportunities
Ontario Disability Support Program Employment Supports Service in English and French	Range of service delivery agents	Assists people with disabilities to get jobs, and assists working people to maintain employment if they are at risk of losing their job due to a disability-related crisis Focuses on removing disability-related barriers to competitive employment
Newcomer Settlement Program Service in English and French	Multi-service organizations	Supports the effective settlement of newcomers to Ontario through funding of direct settlement services

2. Program Funding Including Funding Mechanism

Two Ontario ministries — the Ministry of Education (EDU) and the Ministry of Training, Colleges and Universities (TCU) — fund the adult education and training programs discussed in the Adult Education Review. See the chart on page 37 for a breakdown of funding by program. TCU also funds the Job Connect program and local boards.

The Ministry of Citizenship and Immigration (MCI) funds the Newcomer Settlement Program.

The Ministry of Community and Social Services (CSS) funds the Ontario Works Program and the Ontario Disability Support Program.

In addition to the government's investment in adult education programming, the Job Connect program allocation for 2003/04 was $109 million.

The Ontario Disability Support Program spent $31.8 million on Employment Supports for persons with disabilities in 2003/04. The Newcomer Settlement Program budget for 2004/05 is $5.9 million.

The funding mechanism for programs varies:

- Adult day school and continuing education programs are funded by the Ministry of Education on the basis of criteria set out in the Legislative Grants and Calculation of Average Daily Enrolment Regulations made under the Education Act. In 2003/04, these program grants were calculated at the rate of $2,429 per full-time equivalent pupil (excluding pupil accommodation grants). For 2004/05, the grants will be calculated at the rate of $2,478 per full-time equivalent pupil. Adult students under the age of 21 enrolled in day school credit programs are funded at the same per pupil rate as regular day school students.

Table 1: Program Objectives for Adult Education Programs

Program	Delivery Agent	Objectives	Credit/ Non-Credit
English/French as a Second Language (ESL/FSL)	District School Boards	To provide basic language instruction and some higher-level language skills	Both credit and non-credit continuing education courses
English as a Second Language (ESL)	CAATs	To develop basic linguistic fluency using all four skills areas: speaking, listening, reading, and writing at each of three levels – basic, intermediate, and advanced To provide knowledge of and insight into the social and cultural characteristics of Canadian society	Non-credit
Adult Day School	District School Boards	To offer provincially recognized credit courses that count toward completion of an Ontario Secondary School Diploma (OSSD)	Credit
Continuing Education	District School Boards	To provide general interest programs available for a fee	Non-credit
Adult Native Language Programs	District School Boards	To provide adult Native language programs made available at the community's request	Non-credit
Correspondence/ Distance Education	Independent Learning Centre (ILC), TVOntario	To provide courses that allow adults to earn secondary school diploma credits, upgrade their basic skills, or study for personal development	Secondary credit courses Adult Basic Education non-credit courses in ESL, Adult Basic Literacy, and Adult Basic English and Mathematics
Basic Training for Skills Development (BTSD) – in August 2004 renamed Academic and Career Entrance (ACE) Program	CAATs	To provide a natural training progression, which is divided into four levels of competencies in mathematics, science, and communications (English/French), from skills common to all occupations to higher-level skills required by more specialized occupations	Local College Certificate
Literacy and Basic Skills (LBS) Program including Ontario Basic Skills	District School Boards CAATs Community Agencies	To provide literacy and numeracy training for individuals to improve their employment situation, or move on to further education and training, or increase their personal independence Supports programming for anglophone, francophone, Native, and deaf learners To promote literacy in Ontario by encouraging and supporting research and development initiatives Ontario Basic Skills, currently offered by CAATs as a part of the LBS Program, is considered as equivalent to the OSSD for the purpose of admission to some postsecondary and apprenticeship programs	Non-credit

Table 2: Program Objectives for Other Services to Adult Learners

Program	Delivery Agent	Objectives
Job Connect Service in English and French	CAATs Adult Help Centres Youth Employment Centres	Helps Ontarians obtain sustainable employment Bridges the gap between individuals seeking employment and employers Offers a range of services to respond to employment needs of individuals and skilled labour needs of employers Helps individuals on a path of higher skill training and employment
Ontario Works Program Service in English and French	Municipalities	Provides people on social assistance access to upgrading through assessment and referral to adult education and training opportunities
Ontario Disability Support Program Employment Supports Service in English and French	Range of service delivery agents	Assists people with disabilities to get jobs, and assists working people to maintain employment if they are at risk of losing their job due to a disability-related crisis Focuses on removing disability-related barriers to competitive employment
Newcomer Settlement Program Service in English and French	Multi-service organizations	Supports the effective settlement of newcomers to Ontario through funding of direct settlement services

2. Program Funding Including Funding Mechanism

Two Ontario ministries — the Ministry of Education (EDU) and the Ministry of Training, Colleges and Universities (TCU) — fund the adult education and training programs discussed in the Adult Education Review. See the chart on page 37 for a breakdown of funding by program. TCU also funds the Job Connect program and local boards.

The Ministry of Citizenship and Immigration (MCI) funds the Newcomer Settlement Program.

The Ministry of Community and Social Services (CSS) funds the Ontario Works Program and the Ontario Disability Support Program.

In addition to the government's investment in adult education programming, the Job Connect program allocation for 2003/04 was $109 million.

The Ontario Disability Support Program spent $31.8 million on Employment Supports for persons with disabilities in 2003/04. The Newcomer Settlement Program budget for 2004/05 is $5.9 million.

The funding mechanism for programs varies:

- Adult day school and continuing education programs are funded by the Ministry of Education on the basis of criteria set out in the Legislative Grants and Calculation of Average Daily Enrolment Regulations made under the Education Act. In 2003/04, these program grants were calculated at the rate of $2,429 per full-time equivalent pupil (excluding pupil accommodation grants). For 2004/05, the grants will be calculated at the rate of $2,478 per full-time equivalent pupil. Adult students under the age of 21 enrolled in day school credit programs are funded at the same per pupil rate as regular day school students.

- The Ministry of Education provides funding to district school board–delivered ESL/FSL programs through Continuing Education and Other Program Grants. In 2002/03, grants per pupil were $2,358. Facilities costs are not included in the grant.
- Adult Native language training is funded under the Continuing Education Grant.
- ESL and Basic Training for Skills Development (BTSD, renamed ACE in August 2004) programs delivered by CAATs are funded through grants from the Ministry of Training, Colleges and Universities, based on reported activity.
- The Independent Learning Centre, TVOntario is funded through an agreement between the Ministry of Training, Colleges and Universities and the Ministry of Education. Participants pay a $40 non-refundable registration fee per course.
- The Literacy and Basic Skills Program is delivered by CAATs, district school boards, and community-based agencies under contract to the Ministry of Training, Colleges and Universities.

3. Available Supports, Such as Child Care and Transportation Allowances

Supports help learners deal with barriers to participation, such as the costs of child care, transportation, or buying materials and supplies. Availability of supports varies among programs. Some programs are not designed to provide training supports. Others depend on the local community and local delivery mechanism.

The Ministry of Education does not provide funding for supports for ESL/FSL, adult day school credit, or continuing education credit programs. However, some individual school boards might provide local supports such as on-site child care in an adult training centre.

The Ministry of Training, Colleges and Universities does not fund supports in the Academic and Career (ACE) Program or ESL/FSL programs. As these programs are delivered by CAATs, child care may be available on site, although students enrolled in ACE and ESL programs do not receive any financial support to offset the cost of child care.

The Literacy and Basic Skills (LBS) Program provides funds to help offset transportation and child care costs. Support is offered directly to learners who would otherwise not be able to participate in the LBS Program. Following broad parameters provided by the Ministry of Training, Colleges and Universities, the delivery agencies develop their own policies regarding eligibility criteria for support.

Supports may also be available through certain income support programs. For example, Ontario Works participants may receive supports such as child care or transportation, which allow them to participate in adult education and training programs. Ontario Works is delivered by municipalities. Some local discretion among delivery agents is possible.

The Ontario Disability Support Program (ODSP) provides a wide range of employment supports for persons with disabilities. Some ODSP Employment Supports clients may be enrolled in adult education and training programs, but this is not the focus of ODSP.

Job Connect clients may be eligible to receive supports if they are not on any other source of government support. Eligibility for supports depends on an individual's needs and income level.

4. Program Delivery

Community agencies, district school boards, and CAATs all deliver programs. Some programs are delivered by a combination of delivery agents. For

example, the Literacy and Basic Skills Program is delivered by community agencies, district school boards, and CAATs at about 300 sites throughout Ontario. The Job Connect program is delivered by CAATs, Adult Help Centres, and Youth Employment Centres.

Delivery agents might also provide a combination of programming, either at one site, such as an adult education centre, or at multiple sites, including school facilities and community organizations.

District School Boards

School boards are major deliverers of adult education and training. Information on the extent of district school board activity in adult education and training is held in a number of different places.

The Ministry of Education keeps statistics on district school board adult education activity offered through its adult education funding grants. Most district school boards have websites that describe the range of adult education programming the board provides.

Some district school boards operate formal adult day schools offering a full range of Ontario secondary school credits, non-credit ESL/FSL programs, literacy and basic skills programming, and, in some cases, certificate programs such as Educational Assistant, Personal Support Worker, and Water Plant Operator Training. Some district school boards offer alternative programming through a combination of classroom instruction, self-study, and e-learning.

Some of the larger district school boards have dedicated adult education centres that serve only adult students. Other district school boards locate adult classes in regular secondary schools. District school boards might also deliver adult programs in rented facilities in the community or provide instruction on site in a community agency.

District school board adult education programming differs widely in scale. For example, the Toronto District School Board reports more than 31,596 registrants in its ESL and Citizenship program offered at 155 sites, making it one of the largest ESL programs in North America.[1]

Some district school boards also deliver general interest programming. This programming is offered on a cost-recovery basis. General interest programs often carry a fee in order to defray the costs of instruction and of the facilities.

District school boards may deliver a combination of programming funded by the Ministry of Education, the Ministry of Training, Colleges and Universities, and the federal government. Each school board's adult education programming is different and is responsive to local needs, learner demand, and the funding available.

Colleges of Applied Arts and Technology (CAATs)

The 24 CAATs deliver a range of adult education and training programs and services funded by the Ministry of Training, Colleges and Universities. CAATs may also deliver federally funded training programs and other adult education opportunities leading to a diploma or degree that are not within the scope of the review.

In 2002/03, six colleges delivered basic or intermediate ESL and three delivered advanced ESL.

In 2002/03, 14 colleges delivered the Basic Training

[1] Toronto District School Board, "English as a Second Language," http://www.tdsb.on.ca/_site/viewItem.asp?siteid=136&menuid=5736&pageid=455.

for Skills Development (BTSD) program (renamed ACE), which has four levels. Four colleges delivered all four levels: three in English, one in French. The remaining 10 colleges delivered a variety of BTSD levels.

CAATs deliver the Literacy and Basic Skills Program and the Job Connect program.

Individual colleges decide which of the programs and which levels of a program they will deliver, as well as the mix of adult programming and the mode of delivery.

Community-Based Agencies

Community-based agencies are extensively involved in the delivery of adult education and training in Ontario. A large number of community agencies have adult education as their specific mission, some of which combine a range of adult programming, including culturally specific programming, family and community support services, and services for special needs clients, such as persons with disabilities.

Many community agencies deliver a combination of programming funded by both the provincial and federal governments. Some community agencies are locations for district school board–sponsored ESL/FSL and LBS programs. ESL instructors are placed in community agencies to offer language or literacy and numeracy training in a community setting.

Many adult education and training initiatives in agencies started with project funding. Funding is managed through contracts with the funding agency.

Volunteers play a large role in community-based programming. Many volunteers provide support to the LBS Program. The recruitment and development of volunteers can be a major activity in many community-based delivery agencies.

The Independent Learning Centre (ILC), TVOntario

TVOntario's ILC delivers courses directly to students or through the publicly funded school system or inspected private schools.

The mode of delivery is self-study through e-learning or traditional print correspondence. Students might be in classrooms if courses are taken in a day school setting, or studying at home or in libraries, or in any other place of their choosing. Students find out about ILC courses through a variety of ways, including referral, advertising, generally available public information, public presentations, brochures, and the ILC website.

5. Accountability and Outcomes

Approaches to program accountability and reporting requirements vary widely among the programs within the scope of the review and are summarized in Table 3.

Table 3: Accountability in Adult Education Programs

Program	Approach to Accountability	Reporting Requirements to the Funder
English/French as a Second Language (ESL/FSL) – District School Boards	Program revenues are calculated in accordance with the regulatory requirements and the rules and instructions provided by EDU	Report on student enrolment EDU reviews the program revenue for reasonableness
Adult Day School – credit	As above	As above
Continuing Education – credit	As above	As above
Adult Native Language Programs	As above	As above
Correspondence/Distance Education – ILC, TVOntario	Measures of success are outlined in the contract between EDU and TCU and reported to demonstrate the value of service to clients	Report as per the contract
English as a Second Language (ESL) – CAATs	Program revenues are calculated in accordance with the regulatory requirements and the rules and instructions provided by TCU	Report on part-time course activity
Basic Training for Skills Development (BTSD) – in August 2004 renamed Academic and Career Entrance (ACE) Program – CAATs	As above	As above
Literacy and Basic Skills (LBS) Program including Ontario Basic Skills	TCU is implementing a performance management system that will focus on three core measures used to benchmark success: efficiency, effectiveness, and learner satisfaction Plans are under way to link funding to performance	Each delivery agency submits an annual business plan, annual financial statement, or audit Delivery agencies upload activity and learner information each month to the TCU database. Information includes learner outcomes
Job Connect	Continuous Improvement Performance Management System (CIPMS) with six core measures: • Participant Satisfaction • Employer Satisfaction • Employed Outcomes • Participant Profile • Service Co-ordination • Intake	Each agency must report information on spending, annual targets, client activity level, and results on a monthly basis 240 data elements are reported to TCU. Information is uploaded every month from each delivery site to the TCU database Each site provides an annual business plan that includes agency activity targets and strategic priorities

5. Accountability and Outcomes

Approaches to program accountability and reporting requirements vary widely among the programs within the scope of the review and are summarized in Table 3.

Table 3: Accountability in Adult Education Programs

Program	Approach to Accountability	Reporting Requirements to the Funder
English/French as a Second Language (ESL/FSL) – District School Boards	Program revenues are calculated in accordance with the regulatory requirements and the rules and instructions provided by EDU	Report on student enrolment EDU reviews the program revenue for reasonableness
Adult Day School – credit	As above	As above
Continuing Education – credit	As above	As above
Adult Native Language Programs	As above	As above
Correspondence/Distance Education – ILC, TVOntario	Measures of success are outlined in the contract between EDU and TCU and reported to demonstrate the value of service to clients	Report as per the contract
English as a Second Language (ESL) – CAATs	Program revenues are calculated in accordance with the regulatory requirements and the rules and instructions provided by TCU	Report on part-time course activity
Basic Training for Skills Development (BTSD) – in August 2004 renamed Academic and Career Entrance (ACE) Program – CAATs	As above	As above
Literacy and Basic Skills (LBS) Program including Ontario Basic Skills	TCU is implementing a performance management system that will focus on three core measures used to benchmark success: efficiency, effectiveness, and learner satisfaction Plans are under way to link funding to performance	Each delivery agency submits an annual business plan, annual financial statement, or audit Delivery agencies upload activity and learner information each month to the TCU database. Information includes learner outcomes
Job Connect	Continuous Improvement Performance Management System (CIPMS) with six core measures: • Participant Satisfaction • Employer Satisfaction • Employed Outcomes • Participant Profile • Service Co-ordination • Intake	Each agency must report information on spending, annual targets, client activity level, and results on a monthly basis 240 data elements are reported to TCU. Information is uploaded every month from each delivery site to the TCU database Each site provides an annual business plan that includes agency activity targets and strategic priorities

Tools to Recognize Prior Learning and Acquisition of Skills

Adult learners come to adult education programs with a variety of learning experiences, both formal and informal. Through their experiences, adults may have acquired skills and knowledge that go beyond those they may have acquired in formal schooling.

There is a growing demand among adult learners to have their prior learning and acquisition of skills assessed and recognized to ensure that they are guided into the appropriate program to meet their learning goals. Learners want to keep to a minimum the time they spend in formal adult programs if participation requires taking time out from the workforce. Employers are also looking for a means to understand the skills and knowledge required for success in the workplace, and for standards and benchmarks for assessing whether people have the skills needed to do the job.

Assessment is critical for ensuring that learners follow the appropriate pathway to reach their learning goals. Agencies need tools to accurately assess people's skills and knowledge to refer them to the right programs. Table 4 describes the tools most commonly used for assessing adult prior learning and skills.

Table 4: Tools to Assess Prior Learning and Skills

Name	Developer	Purpose
Prior Learning Assessment and Recognition (PLAR)	District school boards, CAATs, ILC at TVOntario	PLAR identifies, assesses, and recognizes the skills and knowledge adults have acquired throughout life through both formal and informal learning. The process is a pathway into a training program, academic credit, or occupational certification. The Ministry of Education Policy/Program Memorandum No. 132 directs district school boards and the ILC on the subject of PLAR for mature students.
General Educational Development (GED) Testing Available in English and French	GED Testing Service	GED is an internationally developed test that measures the level of educational maturity gained through life experiences. Successful GED candidates are awarded an Ontario High School Equivalency Certificate (OHSEC, which is not the same as an Ontario Secondary School Diploma) by the ILC, TVOntario.
Evaluating Academic Readiness for Apprenticeship Training (EARAT) EARAT was developed in English for 42 trades. Of those, 5 trades were adapted into French.	TCU	This series of documents helps evaluate readiness for apprenticeship training.
Common Assessment, Literacy and Basic Skills (LBS) Program Available in English and French	TCU	LBS delivery agencies use comparable assessment tools and approaches based on common language of learning outcomes, rather than a single assessment tool. Each delivery site uploads monthly to the TCU database information on 240 data elements. Each delivery site provides an annual business plan that includes agency activity targets and strategic priorities.
Counselling and Referral Services	Adult education delivery agencies	A specific example of such services is the Job Connect program, which helps connect people with employment opportunities and the information and referral services offered by LBS deliverers.

(continued)

Table 4: Tools to Assess Prior Learning and Skills (continued)

Name	Developer	Purpose
Employability Skills Profile Available in English and French	Conference Board of Canada	The Employability Skills Profile provides a clear statement about fundamental, teamwork, and personal management skills that employers look for in hiring for today's workplace.
Essential Skills Profile Available in English and French	Human Resources and Skills Development Canada	The Essential Skills Profile is used to identify how the nine essential skills – reading text, continuous learning, document use, working with others, writing, numeracy (math), thinking skills, oral communication, and computer use – are used in various jobs. This tool includes Essential Skills Profiles for 150 entry-level occupational groups in the National Occupational Classification (NOC).
Canadian Language Benchmarks Available in English and French	Centre for Canadian Language Benchmarks, funded by the Government of Canada and some provinces, including Ontario	The benchmarks describe the second language proficiency of people and their ability to communicate effectively in the workplace and community. The benchmarks describe language proficiency in the areas of listening, speaking, reading, and writing at 12 levels, in addition to ESL literacy levels. The Centre for Canadian Language Benchmarks is currently working on bridging Canadian Language Benchmarks and Essential Skills.
Ontario Skills Passport Available in English and French	EDU and TCU	A resource for employers, the Ontario Skills Passport provides a consistent method of assessing and recording the demonstration of skills and work habits by individuals in the workplace. The passport is based on the Essential Skills.
Test of Workplace Essential Skills (TOWES) Available in English and French	Bow Valley College, Alberta, and Skillsplan (a private training organization in British Columbia), funded by Human Resources and Skills Development Canada	TOWES assesses essential skill competencies and compares an individual's literacy against the International Adult Literacy Survey literacy levels and the federal Essential Skills Profile levels. This tool helps employers screen people's skills against established benchmarks and assists in planning employees' development.

Additional Labour Market Programs

The Ministry of Training, Colleges and Universities has launched other labour market initiatives, in addition to the programs described above, that are part of the picture of adult education in Ontario.

Ministry of Training, Colleges and Universities Labour Market Strategies

The Labour Market and Training Division in the Ministry of Training, Colleges and Universities is working actively in pursuit of a number of initiatives aimed at increasing the quality and quantity of the labour market supply. Current commitments of the division include:

- modernizing and expanding the apprenticeship system to increase participation and completion of apprenticeships
- removing barriers against internationally trained professionals
- increasing the labour force attachment of youth and adults
- promoting school-to-work transitions (in co-operation with the Ministry of Education)
- ensuring that employers, people, and the Ontario government have sound labour market information

Tools to Recognize Prior Learning and Acquisition of Skills

Adult learners come to adult education programs with a variety of learning experiences, both formal and informal. Through their experiences, adults may have acquired skills and knowledge that go beyond those they may have acquired in formal schooling.

There is a growing demand among adult learners to have their prior learning and acquisition of skills assessed and recognized to ensure that they are guided into the appropriate program to meet their learning goals. Learners want to keep to a minimum the time they spend in formal adult programs if participation requires taking time out from the workforce. Employers are also looking for a means to understand the skills and knowledge required for success in the workplace, and for standards and benchmarks for assessing whether people have the skills needed to do the job.

Assessment is critical for ensuring that learners follow the appropriate pathway to reach their learning goals. Agencies need tools to accurately assess people's skills and knowledge to refer them to the right programs. Table 4 describes the tools most commonly used for assessing adult prior learning and skills.

Table 4: Tools to Assess Prior Learning and Skills

Name	Developer	Purpose
Prior Learning Assessment and Recognition (PLAR)	District school boards, CAATs, ILC at TVOntario	PLAR identifies, assesses, and recognizes the skills and knowledge adults have acquired throughout life through both formal and informal learning. The process is a pathway into a training program, academic credit, or occupational certification. The Ministry of Education Policy/Program Memorandum No. 132 directs district school boards and the ILC on the subject of PLAR for mature students.
General Educational Development (GED) Testing Available in English and French	GED Testing Service	GED is an internationally developed test that measures the level of educational maturity gained through life experiences. Successful GED candidates are awarded an Ontario High School Equivalency Certificate (OHSEC, which is not the same as an Ontario Secondary School Diploma) by the ILC, TVOntario.
Evaluating Academic Readiness for Apprenticeship Training (EARAT) EARAT was developed in English for 42 trades. Of those, 5 trades were adapted into French.	TCU	This series of documents helps evaluate readiness for apprenticeship training.
Common Assessment, Literacy and Basic Skills (LBS) Program Available in English and French	TCU	LBS delivery agencies use comparable assessment tools and approaches based on common language of learning outcomes, rather than a single assessment tool. Each delivery site uploads monthly to the TCU database information on 240 data elements. Each delivery site provides an annual business plan that includes agency activity targets and strategic priorities.
Counselling and Referral Services	Adult education delivery agencies	A specific example of such services is the Job Connect program, which helps connect people with employment opportunities and the information and referral services offered by LBS deliverers.

(continued)

Table 4: Tools to Assess Prior Learning and Skills (continued)

Name	Developer	Purpose
Employability Skills Profile Available in English and French	Conference Board of Canada	The Employability Skills Profile provides a clear statement about fundamental, teamwork, and personal management skills that employers look for in hiring for today's workplace.
Essential Skills Profile Available in English and French	Human Resources and Skills Development Canada	The Essential Skills Profile is used to identify how the nine essential skills – reading text, continuous learning, document use, working with others, writing, numeracy (math), thinking skills, oral communication, and computer use – are used in various jobs. This tool includes Essential Skills Profiles for 150 entry-level occupational groups in the National Occupational Classification (NOC).
Canadian Language Benchmarks Available in English and French	Centre for Canadian Language Benchmarks, funded by the Government of Canada and some provinces, including Ontario	The benchmarks describe the second language proficiency of people and their ability to communicate effectively in the workplace and community. The benchmarks describe language proficiency in the areas of listening, speaking, reading, and writing at 12 levels, in addition to ESL literacy levels. The Centre for Canadian Language Benchmarks is currently working on bridging Canadian Language Benchmarks and Essential Skills.
Ontario Skills Passport Available in English and French	EDU and TCU	A resource for employers, the Ontario Skills Passport provides a consistent method of assessing and recording the demonstration of skills and work habits by individuals in the workplace. The passport is based on the Essential Skills.
Test of Workplace Essential Skills (TOWES) Available in English and French	Bow Valley College, Alberta, and Skillsplan (a private training organization in British Columbia), funded by Human Resources and Skills Development Canada	TOWES assesses essential skill competencies and compares an individual's literacy against the International Adult Literacy Survey literacy levels and the federal Essential Skills Profile levels. This tool helps employers screen people's skills against established benchmarks and assists in planning employees' development.

Additional Labour Market Programs

The Ministry of Training, Colleges and Universities has launched other labour market initiatives, in addition to the programs described above, that are part of the picture of adult education in Ontario.

Ministry of Training, Colleges and Universities Labour Market Strategies

The Labour Market and Training Division in the Ministry of Training, Colleges and Universities is working actively in pursuit of a number of initiatives aimed at increasing the quality and quantity of the labour market supply. Current commitments of the division include:

- modernizing and expanding the apprenticeship system to increase participation and completion of apprenticeships
- removing barriers against internationally trained professionals
- increasing the labour force attachment of youth and adults
- promoting school-to-work transitions (in co-operation with the Ministry of Education)
- ensuring that employers, people, and the Ontario government have sound labour market information

The ministry's website provides access to information about labour market initiatives, as well as information about adult education and training programs.

Job Connect

The Job Connect program links youth and adults to the workplace. Job Connect helps Ontarians obtain sustainable employment and bridges the gap between individuals seeking employment and employers. The program offers a range of services to respond to the employment needs of individuals and the skilled labour need of employers, and helps to set individuals on a path of higher skill training and employment. Seventy-five per cent of Job Connect program clients are youth, while 25 per cent are adults. Three different services are offered: information and resource services, employment planning, and preparation and job development placement support. The program provides access to apprenticeship, employment, and training, and helps the internationally trained to find employment commensurate with their skills and experience.

The Job Connect program is delivered by colleges of applied arts and technology, adult help centres, and youth employment centres at 127 sites in 80 communities across the province.

Local Boards

Local Boards are independent not-for-profit organizations sponsored jointly by the Ministry of Training, Colleges and Universities and Human Resources and Skills Development Canada to support local-level labour market planning and service delivery. These organizations are made up of volunteers who have demonstrated an interest in employment and training issues in their communities, and include representatives of business and labour, educators, trainers, women, francophones, people with disabilities, and visible minorities, among other groups. Local Boards are found in all but four municipalities of the province.

The primary activities of Local Boards include developing and implementing a Trends Opportunities and Priorities (TOP) process to gather information and consult with community members on local labour market opportunities and priorities, fostering partnership activities to address local needs, and maintaining and promoting the Inventory of Programs and Services (http://www.ips.iwin.ca), a website that contains up-to-date information on thousands of resources to help individuals and practitioners locate employment-related programs and services anywhere in Ontario.

Information on Local Board products and services is available in both French and English on the Local Board website (http://www.localboards.on.ca).

Bridge Projects

To help internationally trained professionals and tradespeople apply their skills more quickly in Ontario, the Ministry of Training, Colleges and Universities supports innovative "bridging" projects. Thirty-five bridging projects have been developed for workers in specific occupations such as nurses, biotechnology technicians, other health care workers, teachers, and skilled workers in the manufacturing trades. These projects will provide individuals with the additional training they require to meet the standards set by employers in Ontario, while not duplicating the training they received before coming to the province. The ministry works with employer associations, occupational regulatory bodies, and others to develop tools that can help skilled immigrants enter the labour market quickly.

The Ministry of Training, Colleges and Universities received funding in the 2005 budget to further expand bridge training.

The Ministry of Training, Colleges and Universities funded the start-up of World Education Services (WES). WES is a not-for-profit agency with an

international reputation for providing accurate evaluations of secondary and postsecondary education qualifications gained outside Canada. WES continues to be partially funded by the ministry.

Research into Adult Education in Ontario

One last area of consideration in the development of the picture of adult education and training in Ontario was the availability and use of adult education and training research to guide program planning and decision making in Ontario. A recently completed report to the Council of Ministers of Education, Canada concluded that most adult education policy and program initiatives under way in Canada or internationally were not designed on the basis of academic research findings but rather are based on the information gathered through needs assessment in the form of stakeholder consultations.[2]

Numerous reports and studies have been conducted by a variety of organizations funded by government or other organizations. The Adult Education Review was not mandated to look at adult education and training research in any detail as part of the review process. As a result, the subject of research is simply touched upon as a reminder that use of research should be a critical component in strengthening adult education and training in Ontario. Research is important in a number of areas:

- research into best practices in adult education
- research into the value of investment in adult education programs, including social outcomes
- applied research in the field

[2] John Biss, *Adult Learning and Adult Education: A Provincial/Territorial Survey of Current Policies and Practices* (Council of Ministers of Education, Canada, January 2004), p. iii.

Appendix B: List of Participating Stakeholder Organizations

Meetings were held in June, July, and August 2004 in the following cities: London, Oshawa, Ottawa, Sudbury, Thunder Bay, and Toronto. Participants in meetings included a wide range of professionals and adult learners.

Aboriginal Institutes' Consortium
Accommodation, Training and Networking (for persons with disabilities)
Advocacy Resource Centre for the Handicapped
Algonquin College
Anishinabek Educational Institute
Association of Colleges of Applied Arts and Technology of Ontario
Avon-Maitland District School Board

Cambrian College
Canada's Association for the Fifty-Plus/Canadian Association for Retired Pensioners
Canadian Adult and Community Education Alliance
Canadian Association for the Study of Adult Education
Canadian Hearing Society
Canadian National Institute for the Blind
Canadian Policy Research Networks
Canadian Union of Public Employees
Centre À la Page
Centre AlphaPlus Centre
Centre d'alphabétisation Moi j'apprends
Centre for Canadian Language Benchmarks
Centre for Language Training and Assessment
Chiefs of Ontario
La Cité collégiale
Citizens for Lifelong Learning
City of Thunder Bay
Coalition francophone pour l'AFB en Ontario
Community Literacy of Ontario
Confederation College
Contact North/Contact Nord
COSTI Immigrant Services

Dufferin Peel Adult Learning Centre

École des adultes Le Carrefour
Elgin, Middlesex, Oxford Local Training Board

Fanshawe College
Frontier College
George Brown College
Goal: Ontario Literacy for Deaf People
Grand Council Treaty #3

Halton District School Board

Independent First Nations

J'aime apprendre Inc.
Journey to Learning, Wikwemikong Ontario Works

Lakehead District School Board
Lakehead Social Planning Council
Lakehead University
Laubach Literacy Ontario
Leads Employment Services London Inc.
Learning Disabilities Association of Ontario
Literacy Council of Burlington
Literacy London Inc.
Literacy Northwest
London District Catholic School Board
London Goodwill Industries Association

McMaster University
Métis Nation of Ontario
Mohawk College
Multicultural Alliance for Seniors and Aging

Native Canadian Centre
Nokee Kwe Occupational Skill Development Inc.
North Superior Training Board

Ogemawahj Tribal Council — Employment and Training
Ontario Association of Adult and Continuing Education School Board Administrators
Ontario Association of the Deaf

Ontario Association of Youth Employment Centres
Ontario English Catholic Teachers' Association
Ontario Federation of Friendship Centres
Ontario Federation of Labour
Ontario Institute for Studies in Education of the University of Toronto
Ontario Literacy Coalition
Ontario March of Dimes
Ontario Native Literacy Coalition
Ontario Network of Employment Skills Training Projects
Ontario Public Service Employees Union
Ontario Secondary School Teachers' Federation
Ontario Teachers' Federation
Ottawa Carleton Catholic School Board
Over 55 (London) Inc.
Overland Learning Centre Advisory Committee

Pathways Skill Development and Placement Centre

Rexdale MicroSkills
La Route du savoir

St. Christopher House
St. Stephen's House
Scadding Court Community Centre
Seneca College
Silent Voice Canada
SIWA Somali Immigrant Women's Association
Social Planning Council
Success Resources of London
Sudbury and Manitoulin Training and Adjustment Board
Sudbury Catholic District School Board
Teachers of English as a Second Language
Thames Valley District School Board
Thunder Bay Catholic District School Board
Thunder Bay Chamber of Commerce
Thunder Bay Indian Friendship Centre
Thunder Bay Multicultural Association
Thunder Bay Public Library
Toronto Adult Student Association
Toronto Council Fire Native Cultural Centre
Toronto Training Board
TVOntario, Independent Learning Centre

Union of Ontario Indians
University of Ottawa
University of Western Ontario

Westervelt College
Wilfrid Laurier University
The Workers' Educational Association of Canada

YMCA Employment and Career Service
Yves Landry Foundation

Appendix C: List of Ministries Participating in the Review

The Adult Education Review engaged staff from various branches in different ministries as part of a working group. Throughout the review, members of this group contributed significantly to the success of the project. They provided guidance on which stakeholders to invite to the meetings, supplied information about the different program areas included in the review, and offered feedback on the numerous drafts of this report. Below is a list of participating branches and ministries.

Ministry of Citizenship and Immigration

- Accessibility Directorate of Ontario
- Citizenship Development Branch
- Seniors' Secretariat — Public Education and Awareness

Ministry of Community and Social Services

- Ontario Disability Support Program Branch
- Ontario Works Branch

Ministry of Education

- Field Services Branch
- French-Language Education and Educational Operations Division
- Secondary School Policy and Programs Branch

Ministry of Training, Colleges and Universities

- Colleges Branch
- Policy, Coordination, Research Branch
- Skills Investment Branch
- Workplace Training Branch

Office of Francophone Affairs

- Policy and Ministry Services Branch

Office of Native Affairs

- Ontario Native Affairs Secretariat

A representative from the Ministry of Community Safety and Correctional Services was consulted as part of the review.

Appendix D: List of Organizations Providing Written Submissions

As part of the information-gathering process for the Adult Education Review, we collected online responses to six questions posed in *Adult Education Review: A Discussion Paper*. From May 14 to July 17, 2004, we received 175 online submissions. In addition, we received written submissions from the organizations listed below. Individuals are not included.

Algonquin College (Career and College Preparation Department)
Association of Colleges of Applied Arts and Technology of Ontario
Avon-Maitland District School Board

Campaign for Stable Funding of Adult ESL Classes
Canadian Hearing Society (Government and Corporate Relations)
Canadian Policy Research Networks
Centre for Canadian Language Benchmarks
Centre for Employment & Learning in Huron County (Lifelong Learning Programs)
La Cité Collégiale
Citizens for Lifelong Learning
Coalition francophone pour l'alphabetisation et la formation de base (AFB) en l'Ontario
Community Learning Centre — Kingston
Community Literacy of Ontario
Conestoga College (Preparatory Programs)
Contact North/Contact Nord
Council of Ontario Directors of Education

École des adultes Le Carrefour

Goal: Ontario Literacy for Deaf People
Greater Essex County District School Board

Keewatin-Patricia District School Board
Kingston Literacy

Laubach Literacy Ontario
Learning Disabilities Association of Ontario
Literacy London Inc.
Literacy Northwest
London Council for Adult Education

Metro Toronto Movement for Literacy

Ontario Association of Adult and Continuing Education School Board Administrators
Ontario Association of the Deaf
Ontario English Catholic Teachers' Association
Ontario Institute for Studies in Education of the University of Toronto
Ontario Library Association
Ontario Literacy Coalition
Ontario Métis Aboriginal Association
Ontario Network of Employment Skills Training Projects
Ontario Secondary School Teachers' Federation
Ottawa-Carleton District School Board (Adult High School)
Overland Learning Centre Advisory Committee (Toronto District School Board)

St. Albert Adult Learning Centre (Sudbury)
Simcoe County District School Board (Adult and Continuing Education)

Teachers of English as a Second Language Ontario
Toronto Adult Student Association
Toronto Catholic District School Board (Dundas LINC Education Centre)
Toronto District School Board (Overland Learning Centre Advisory Committee)
TVOntario, Independent Learning Centre

United Senior Citizens of Ontario

Appendix E: Select Bibliography

The following documents were used in preparing the report.

Association of Colleges of Applied Arts and Technology of Ontario (ACAATO). *2004 Environmental Scan.*

Avison, Don. *A Challenge Worth Meeting: Opportunities for Improving Aboriginal Education Outcomes.* Prepared for the Council of Ministers of Education, Canada, May 2004.

Battell, Evelyn. *Naming the Magic: Non-Academic Outcomes in Basic Literacy.* National Literacy Secretariat, May 2001.

Bingman, Mary Beth, Olga Ebert, and Brenda Bell. *Outcomes of Participation in Adult Basic Education: The Importance of Learners' Perspectives.* The National Center for the Study of Adult Learning and Literacy, Occasional Paper, January 2000.

Bingman, Mary Beth, and Sondra Stein. *Results That Matter: An Approach to Program Quality Using Equipped for the Future.* National Institute for Literacy, August 2001.

Biss, John. *Adult Learning and Adult Education: A Provincial/Territorial Survey of Current Policies and Practices* (unpublished). Council of Ministers of Education, Canada, January 2004.

Bloom, Michael, Marie Burrows, Brenda Lafleur, and Robert Squires. *The Economic Benefits of Improving Literacy Skills in the Workforce.* The Conference Board of Canada, 1997.

Bloom, Michael, and Michael Grant. *Brain Gain: The Economic Benefits of Recognizing Learning and Learning Credentials in Canada.* The Conference Board of Canada, September 2001.

Bloom, Michael, and Kurtis Kitagawa. *Understanding Employability Skills.* The Conference Board of Canada, 1999.

Blunkett, David. *Skills for Life: The National Strategy for Improving Adult Literacy and Numeracy Skills.* Department for Education and Employment, UK, 2001.

Brooks, Barry. *Delivering "Skills for Life" The Government's Strategy for Improving Adult Literacy and Numeracy.* Presentation on the UK Government Strategy, June 2004.

Campbell, Pat. *From Coast to Coast: A Thematic Summary of Canadian Adult Literacy Research.* National Literacy Secretariat, September 2003.

Canadian Education Association. *Policy BRIEF: The Promise and Problem of Literacy for Canada: An Agenda for Action.* Canadian Education Association, 2004.

Canadian Manufacturers and Exporters. *Business Results through Literacy, Guidebook.* Canadian Manufacturers and Exporters, December 2002.

Centre for International Statistics. *The Value of Words: Literacy and Economic Security in Canada.* Canadian Council on Social Development, 1998.

The Centre for Literacy of Québec. *Health Literacy Project, Phase 1: Needs Assessment of the Health Education and Information Needs of Hard-to-Reach Patients.* The Centre for Literacy of Québec, 2001.

Citizenship and Immigration Canada, *Facts and Figures: Immigration Overview.* Citizenship and Immigration Canada, 2002. http://www.cic.gc.ca/english/pub/facts2002/immigration/immigration_4.html

College Sector Committee for Adult Upgrading. *Prepared for Success: A Study of the Success of Upgrading Graduates in Post Secondary Programming from 1995 to 2003.* College Sector Committee for Adult Upgrading, March 2004.

College Sector Committee for Adult Upgrading. *Reaching the People Who Need It Most: e-PD Reading and Response Pilot Summary Report.* Prepared by Goforth Consulting, March 2004.

The Conference Board of Canada. *Employability Skills 2000+.* The Conference Board of Canada, May 2000.

The Conference Board of Canada, *Performance and Potential 2003–2004: Defining the Canadian Advantage.* The Conference Board of Canada, Special Report, October 2003.

The Conference Board of Canada. *Strength From Within, Overcoming the Barriers to Workplace Literacy Development.* The Conference Board of Canada, April 2003.

Coulombe, Serge, Jean-Francois Tremblay, and Sylvie Marchand. *International Adult Literacy Survey: Literacy Scores, Human Capital and Growth across Fourteen OECD Countries.* Statistics Canada and Human Resources and Skills Development Canada, June 2004.

Cusack, S. A. "Developing a Lifelong Learning Program: Empowering Seniors in Lifelong Learning." *Educational Gerontology,* 1995.

Dulipovici, Andrea. *Labour Pains: Results of CFIB Surveys on Labour Availability.* Canadian Federation of Independent Business, April 2003.

Dulipovici, Andrea. *Skilled in Training: Results of CFIB Surveys on Training.* Canadian Federation of Independent Business, May 2003.

Feinstein, Leon, Kathryn Duckworth, and Ricardo Sabates. *A Model of the Inter-generational Transmission of Educational Success.* Centre for Research on the Wider Benefits of Learning, May 2004.

Fisher, Margaret. *Informal Learning of Seniors in Canadian Society.* Ontario Institute for Studies in Education of the University of Toronto, 2002.

Folinsbee, Sue. *Briefing Paper: Literacy and the Canadian Workforce.* Prepared for the Movement for Canadian Literacy, Tri En Communications, May 2001.

Fullan, Michael. *The Moral Imperative of School Leadership.* Statistics Canada, Corwin Press, 2003.

Globe and Mail. "True North Strong and Third." *Globe and Mail,* August 7, 2002.

Government of Canada. *Job Futures: World of Work*. Applied Research Branch, Human Resources Development Canada, 2002.

Government of Canada. *Knowledge Matters: Skills and Learning for Canadians*. Canada's Innovation Strategy. Human Resources Development Canada, 2002.

Green, David, and Craig Riddell. *Literacy, Numeracy and Labour Market Outcomes in Canada*. Statistics Canada, August 2001.

Hoddinott, Susan. *Something to Think About: Please Think About This*. Report on a National Study of Access to Adult Basic Education Programs and Services in Canada. Ottawa Board of Education, 1998.

Jackson, Nancy. *Adult Literacy Policy: Mind the Gap*. OISE/UT, forthcoming in N. Bascia, A. Cunningham, A. Datnow, K. Leithwood, and D. Livingstone, eds. *Klewer Handbook of Educational Policy*, The Netherlands.

Jacobs, Jane. *Dark Age Ahead*. Random House Canada, 2004.

King, Alan. *Double Cohort Study: Phase Three Report*. Ministry of Education, October 2003.

Kitagawa, Kurtis. *Applications of Working and Learning*. The Conference Board of Canada, November 2000.

Lamontagne, François. *The Aboriginal Work Force: What Lies Ahead*. Canadian Labour and Business Centre, September 2004.

Livingstone, D. W. *Informal Learning: Conceptual Distinctions and Preliminary Findings*. Ontario Institute for Studies in Education of the University of Toronto, 2004.

MacLeod, Mel. *Seamless Transition to More Learning*. Ontario Association of Adult and Continuing Education School Board Administrators, Mel MacLeod & Associates, 2001.

Mills, Robin. *Benchmarking Best Practices in Adult Learning Centres*. Centre for Education and Work, University of Winnipeg, Canadian Association for the Study of Adult Education, Online Proceedings, 2003.

Ministry of Education. *Building the Ontario Education Advantage: Student Achievement*. Ontario: Ministry of Education, April 29, 2004.

Ministry of Education. *Policy/Program Memorandum No. 132*. Ontario: Ministry of Education, May 7, 2003.

Ministry of Education and Training. *Adult Literacy in Ontario*. Ontario: Queen's Printer for Ontario, 1998.

Ministry of Training, Colleges and Universities. *Adult Education Review: A Discussion Paper*. Ontario: Ministry of Training, Colleges and Universities, May 2004.

Ministry of Training, Colleges and Universities. *Common Assessment in the Literacy and Basic Skills Program*. Ontario: Ministry of Training, Colleges and Universities, August 2000.

Ministry of Training, Colleges and Universities. *The Facts Are In!* Ontario: Ministry of Training, Colleges, and Universities, Summer 2002.

Ministry of Training, Colleges and Universities. *Setting the Agenda: The Ontario Literacy Research Strategy*. Ontario: Ministry of Training, Colleges and Universities, August 2000.

Movement for Canadian Literacy. *Advancing Literacy in Canada: An Urgent Call to Action, Recommendations for the House of Commons Standing Committee on Finance*. Movement for Canadian Literacy, September 2003.

National Research and Development Centre. *Research Review: Adult Literacy and Numeracy Interventions and Outcomes: An Exploratory Study A Review of Controlled Trials*. National Research and Development Centre, September 2003.

Ontario Council of Regents for Colleges of Applied Arts and Technology. *Prior Learning Assessment: Enhancing the Access of Adult Learners to Ontario's Colleges: Final Report to the Minister of Colleges and Universities from the Ontario Council of Regents' Prior Learning Assessment Advisory Committee*. Council of Regents, 1992.

Organisation for Economic Co-operation and Development. *Beyond Rhetoric: Adult Learning Policies and Practices: Highlights*. Organisation for Economic Co-operation and Development, 2003.

Organisation for Economic Co-operation and Development. *Literacy Skills for Knowledge Society*. OECD, HRDC and Statistics Canada, 1997.

Organisation for Economic Co-operation and Development. *Literacy Skills for the World of Tomorrow: Further Results from Programme International Students Assessment 2000, Executive Summary*. OECD/UNESCO Institute for Statistics, 2003.

Organisation for Economic Co-operation and Development. *Thematic Review on Adult Learning: Canada Background Report*. Organisation for Economic Co-operation and Development, July 2002.

Organisation for Economic Co-operation and Development. *Thematic Review on Adult Learning: Canada Country Note*. Organisation for Economic Co-operation and Development, March 2002.

Panel on the Role of Government. *Investing in People. Creating a Human Capital Society for Ontario*. Queen's Printer for Ontario, 2004.

Pawlikowska-Smith, Grazyna. *Canadian Language Benchmarks 2000, English as a Second Language for Adults*. Centre for Canadian Language Benchmarks and Citizenship and Immigration Canada, September 2000.

Perrin, Burt. *How Does Literacy Affect the Health of Canadians?: A Profile Paper* (Health Canada, Health Promotion and Programs Branch, 1998) cited in *The Centre for Literacy of Quebec. Background Documents on Literacy and Health, Part 1*. The Centre for Literacy of Quebec, 2001.

Peters, Valerie. *Working and Training: First Results of the 2003 Adult Education and Training Survey*. Statistics Canada, Human Resources and Skills Development Canada, April 2004.

Power Analysis Inc. *Study of ESL/FSL Services in Ontario: Final Report*. Power Analysis Inc., March 2000.

Premier's Council on Economic Renewal. *Lifelong Learning and the New Economy*. Ontario: Queen's Printer for Ontario, 1994.

Rich, Sharon. *Ontario Association of Adult and Continuing Education School Board Administrators (CESBA) Survey Report 2002*. Commissioned by CESBA and Ministry of Education, 2002.

Rozanski, Mordechai. *Investing in Public Education: Advancing the Goal of Continuous Improvement in Student Learning and Achievement*. Report of the Education Equality Task Force, Ministry of Education, December 2002.

Ryan, T. A. *Correctional Education and Recidivism: A Historical Analysis*. College of Criminal Justice, University of South Carolina, April 14, 1994.

Schellenberg, Grant. *Trends and Conditions in Census Metropolitan Areas: Immigrants in Canada's Census Metropolitan Areas*. Statistics Canada, August 2004.

Statistics Canada. *The Changing Profile of Canada's Labour Force* (Analysis Series, 2001 Census). Ministry of Industry, 2001.

Statistics Canada. *International Adult Literacy Survey*. Statistics Canada, 1994.

Statistics Canada. *A Report on Adult Education and Training in Canada: Learning a Living*. Ottawa: Human Resources Development Canada, 2001.

Statistics Canada and Human Resources Development Canada. *Adult Education and Training Survey*. Statistics Canada and Human Resources Development Canada, 2003.

Statistics Canada, Organisation for Economic Co-operation and Development, Human Resources Development Canada. *Literacy Skills for the Knowledge Society, Further Results from the International Adult Literacy Survey*. Statistics Canada, Organization for Economic Co-operation and Development, Human Resources Development Canada, 1997.

Sticht, Thomas G. *Adult Basic Education: Strategies to Increase Returns on Investment (ROI)*. Applied Behavioral and Cognitive Sciences, Inc., July 1999.

Sticht, Thomas G. *Beyond 2000: Future Directions for Adult Education*. September 1998.

Therrin, Pierre, Industry Canada, and Andre Leonard (HRDC). *Empowering Employees: A Route to Innovation*. The Evolving Workplace Series, Catalogue No. 71-584-MIE. Statistics Canada, August 2003.

Thomas, Alan, Monica Collins, and Lynnette Plett. *Dimensions of the Experience of Prior Learning Assessment and Recognition*. New Approaches to Lifelong Learning Group, Toronto: Ontario Institute for Studies in Education of the University of Toronto, 2001.

Toronto District School Board, "English as a Second Language," (http://www.tdsb.on.ca/_site/viewItem.asp?siteid=13&menuid=573&pageid=455)

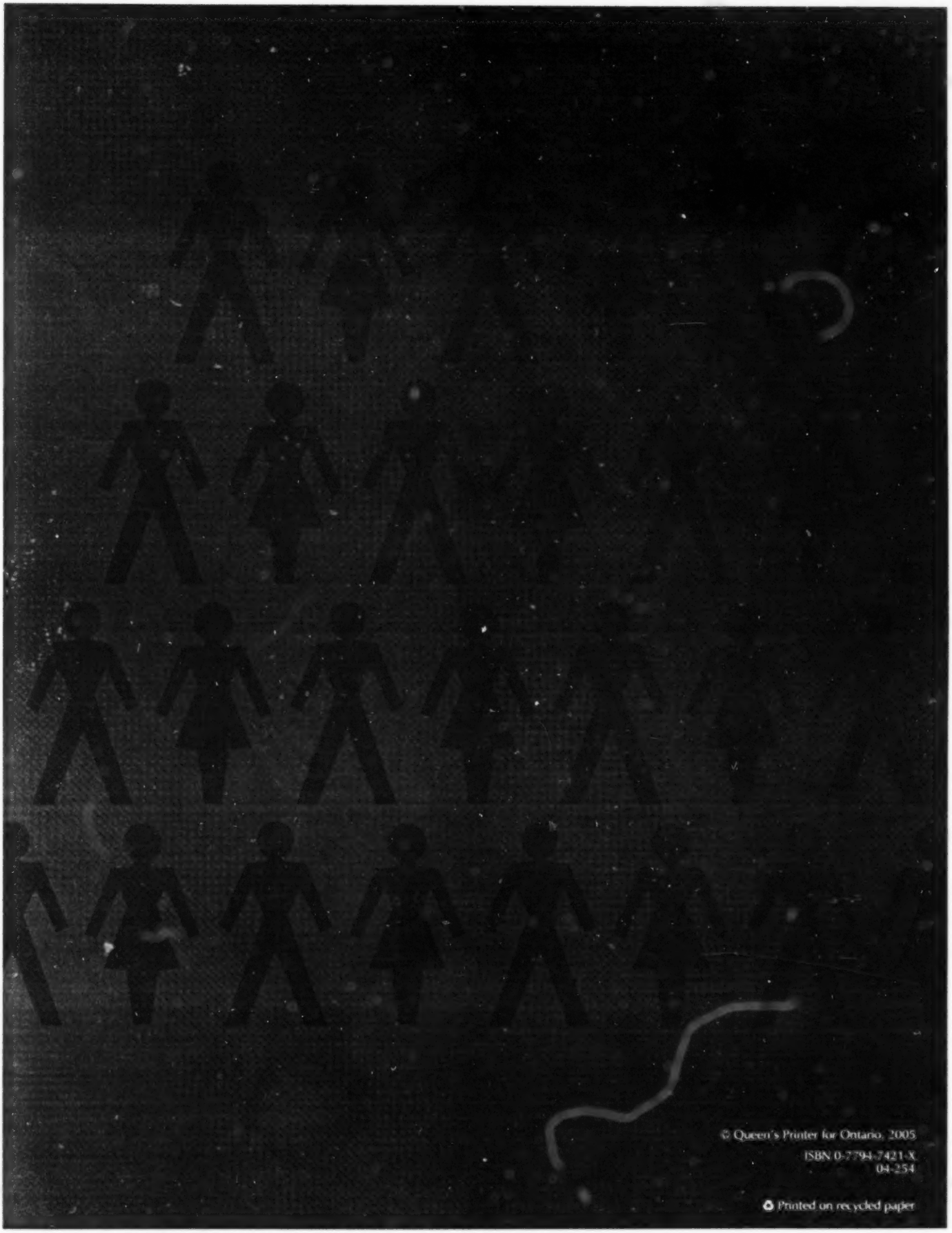
Trebilcock, Michael et al. *Creating a Human Capital Society for Ontario, Chapter 2: Voice and Choice in Education*. Staff Report of the Panel on the Role of Government (www.law-lib.uoftoronto.ca/index.html), 2004.

Tuijman, Albert and Emmanuel Boudard. *Adult Education Participation in North America: International Perspectives*. Statistics Canada, September 2001.

Uhalde, Ray et al. *Toward a National Workforce Education and Training Policy*. National Center for Education and the Economy, June 2003. (http://colosus.ncee.org/pdf/wfd/Training_Policy.pdf)

Wallace, Lynn. *Adult Preparatory Programs Articulation and Standards Project: Phase II Report*. Sponsored by the Ministry of Education and Training, June 1997.

Wooseok, Ok, and Peter Tergeist. *OECD Social, Employment and Migration Working Papers: Improving Workers' Skills: Analytical Evidence and the Role of Social Partners*. Organisation for Economic Co-operation and Development, July 2003.



© Queen's Printer for Ontario, 2005

ISBN 0-7794-7421-X
04-254

♻ Printed on recycled paper